

real estate

HOUSING MANAGEMENT





A court party at the Lavanburg Homes, Lower East Side of New York City. This is but one of many social events planned and conducted by the tenants throughout the year.

Housing Management

PRINCIPLES & PRACTICES

BY

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DEDICATED
TO THE MEMORY OF
FRED L. LAVANBURG

INTRODUCTION

This work was undertaken at a time when public housing in this country was more a hope than a practicable possibility. It seemed, however, that the United States had, at long last, reached that place in history which England and other European countries had achieved soon after the World War, and government housing for families of low income was inevitable. The depression, with its acute unemployment problem, had brought into the limelight the shameful conditions under which millions of American families had been existing for decades, with the result that housing became a public issue. Although the essential purpose behind the federal program of 1933-35 was to relieve unemployment rather than to remove a cancerous social condition, yet a beginning was made, and that was the important thing. To expand and extend the housing program for its social implications was a second step for which public housing advocates prepared after the initial steps had been taken.

With the construction of large-scale, low-rental housing projects under government auspices in view, there was little question that housing management—that “shadow of the housing problem”—would soon appear, giant-like, upon the horizon. While there was much of value to be learned from English experience in housing management, it was believed that the habits and characteristics of the English differed notably from those of the American, and that the tenant problems to be faced in this country, though in many ways similar, were not identical. What was deemed even more important, English housing standards and equipment, the accounting methods and other practices, appeared too unlike the American to make direct adoption of English management methods practicable.¹

Public housing management is, as has frequently been pointed out, more than the mere operation of commercial buildings; more than a social worker's effort to rehabilitate unadjusted

¹ This is not to say, however, that the broad principles of the Octavia Hill system of management (British) are not applicable in this country.

or uneducated families; more than the introduction of a recreational program; and more than the cultivation of public interest in a community undertaking. It is, in varying degrees, a combination of all these. And, while the manager will himself be in the position of "commander-in-chief," he should be assisted by a staff sufficiently well-trained to assume many of the specific duties.

It is to be hoped that, in the course of time, experienced managers of public housing projects will be available to render advice during construction of new developments and to help train other managers. No man or woman should be permitted to manage a single development for too long a period of time because certain dictatorial and possessive characteristics tend to develop which are inimical to the best interests of the tenants. A system of transfer might be instituted to avert this undesirable situation. However, shifts in management personnel should not be made so frequently as to interfere with the efficiency of building operation. Assistant managers, furthermore, should be given enough responsibility to enable them to assume the position of managers without causing any serious disruption in services to the tenantry.

The questions listed in Chapter 1 indicate the great miscellany of facts with which a manager might advantageously be armored to help solve tenant problems or to answer inquiries.¹ However, it is not the intention of the authors to suggest that the task of a housing manager carries with it overwhelming responsibilities; a man or woman of average intelligence, and possessing ordinary humanitarian impulses, is well equipped for this new and challenging work. Training for any profession—be it law, medicine, or engineering—necessitates an intensive period of preliminary study and reading. This new profession falls into a similar category.

The whole subject of management training as it pertains to public housing is well summed up in the following concise statement: ²

¹ See Bibliography.

² From: "A Housing Program for the United States," National Association of Housing Officials, 1934, page 16.

Housing with governmental aid is provided to meet pressing social and economic needs. These factors demand the application of a very different type of management from that generally used by individual owners of property, working for profit. Management of governmentally aided housing is responsible not only for the economic success of the project, but also for securing the maximum social return to the community. . . . The work requires those who undertake it to be equipped with a specialized training, both theoretical and practical in scope, which should include the legal, business, and technical requirements for property management, and, in addition, an education in practical social administration.

There are no antecedents to this volume, no prior publications which might be referred to in the collection, preparation, and organization of material. For this reason, it is hoped that our critics will not be too severe. Some may consider that the management principles herein advocated are for a tenant class much lower than that for which the government can build; others may point out that the methods of procedure recommended are applicable only to a higher tenant group. Perhaps both will be correct, but it must be emphasized that the major purpose of this undertaking was to gather together, in a comparatively short period of time, as much authentic data as possible. That adaptations and adjustments in technique and policy would be required was anticipated; if this book contains but a few suggestions which will be of assistance to potential managers in setting up an efficient organization on the basis of proven principles and technique which, in turn, will help assure the success of the housing program, it will have fulfilled its main function.

NOTE OF ACKNOWLEDGMENT

Although this book appears under the joint authorship of two individuals, it is in reality the product of many minds. The special chapters, prepared by authors whose names appear with their contributions, speak for themselves. But a word must be

said concerning those others whose suggestions and practical advice are included in a number of chapters, but to whom specific credit could not conveniently be given in the body of the discussion.

Expressions of gratitude are due Mr. Coleman Woodbury, Director of the National Association of Housing Officials, for critical advice and suggestions; Mr. Henry M. Propper of New York and Mr. Arthur Bohnen of Chicago, for many valuable ideas, and for criticism of the text of several chapters; Mr. Charles S. Ascher and Mr. Gustave A. Moe of the Public Administration Service, and Mr. George N. Thompson and Mr. Vincent B. Phelan of the National Bureau of Standards, for assistance in securing pertinent material and contributions to the volume; and to Mr. Myron S. Falk and Mr. Alexander M. Bing for many helpful suggestions.

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A word of thanks goes to Miss Geraldine Shandros for valuable assistance in the preparation of the comparative charts and

the classified list of rules and regulations, and for efficient secretarial services.

Mr. William T. Harrison, accountant for Michigan Boulevard Garden Apartments, is the author of Chapter V on Legal, Accounting, and Statistical Practices; Mr. George D. Chadeayne, expert on building maintenance, of New York City, wrote Chapter VII on Maintenance of the Mechanical Equipment in Apartment Buildings; Chapter X on Housing and Family Life was contributed by Miss Marie White, of the American Home Economics Association, and Miss Louise Stanley, Chief of the Bureau of Home Economics, United States Department of Agriculture, Washington, D. C.; and Mr. Joshua S. Chinitz, Attorney, of New York City, prepared the dissertation on "The Law of the Landlord and Tenant," which constitutes the Appendix to this volume.

All the material on management practices of the nine housing projects appearing under Part IV was obtained in a first-hand study made by Mrs. Rosahn, beginning in November, 1934. Mr. Goldfeld prepared the first two chapters of Part III on Community and Recreational Activities, and also served in an advisory capacity in the development of management principles, and the selection of material for the volume. Mrs. Rosahn assumes full responsibility for the composition and final organization of all other chapters not appearing under individual authorship, and for any and all inadvertencies.

Grateful acknowledgment is made to the National Association of Housing Officials and to the Lavanburg Foundation for financial assistance which made possible the completion of this book.

Beatrice Greenfield Rosahn
Abraham Goldfeld

September, 1935
Chicago, Illinois

POSTSCRIPT

Certain changes in the Federal Housing Program have been recommended since this manuscript was completed, indicating a

probable reduction in subsidized government housing, and an emphasis on private initiative in home construction, with some form of government assistance. It is questionable, to say the least, whether or not any truly low-rent housing will be accomplished through this revised program. Certain it is that the ultimate solution of the housing problem for families of the lower income brackets will, by this trend, be substantially retarded.

However, there is compelling evidence in the history of the English housing movement to show that efficient management of private low-rent properties is an effective weapon in preventing the development of slum conditions; there is indication, furthermore, that American landlords are becoming increasingly cognizant of the costliness of slums, and of the benefits to be derived from good management in these areas. It is reasonable to hope, therefore, that the housing problem, if not entirely solved during the next decade, will not be further aggravated. Great benefits to the community could, indeed, be achieved by greater cooperation between private real estate groups and government housing agencies if slum prevention and slum clearance were accepted as social responsibilities to be shared by both groups according to their respective capacities.

This book is devoted solely to the subject of housing management. While it describes in detail the practices of model large-scale developments, and tends to emphasize certain desirable principles in public housing management, general procedures are also discussed which should make the contents of interest to private property owners and managers. It has been shown by past experience that the technique of "social management" as advocated in this volume is good business policy; it is hoped that the American landlord will give this system his serious attention. Like the English property owner, he must eventually see in it not merely "social idealism" but good, practical, common sense.

B.G.R.
A.G.

March, 1936

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PART I: ADMINISTRATION

CHAPTER I

The Job of a Housing Manager Prior to the Construction of the Building

It is now generally recognized that aspirants to posts of public housing manager will come from a variety of backgrounds, some with technical or business experience, others with training in various fields of social work. It is also considered essential that these qualifications be fortified by a special course of training in housing management which would combine theoretical classroom instruction by specialists in the several branches of management with practical field work in the existing housing developments of known reputation. For those who possess a predominance of business or technical experience, greater emphasis should be placed on the social aspects of management; for those who are experienced in social work, or who naturally possess an understanding of the social implications of housing, greater attention should be given to technical and administrative problems.

This process of building up men and women who will be qualified to assume the manifold responsibility of management is, needless to state, of infinite importance to the success of public housing.

Prospective managers should not, however, depend entirely upon the formal instruction of a training course. They should be prepared to undergo a considerable amount of self-training involving extensive extra-curricular readings on various aspects of housing.¹ Other studies can be pursued with beneficial results

¹ See Bibliography.

when the manager is assigned to a specific project. It is desirable, from every point of view, that the development be in the process of construction rather than completed at the time the manager is appointed.

The numerous duties of a housing manager have been coordinated into four comprehensive groups as follows: (a) relation of the management to tenants and their families, (b) supervision of the operation and maintenance of the building and equipment, (c) execution of the business affairs of the project, (d) cooperation with public officials on matters pertaining to municipal services and housing problems.¹

In this chapter, several additional functions not included in the foregoing enumeration are indicated; perhaps not basic to management itself, they are highly desirable in promoting the interests of public housing. An attempt is made to outline a program which a prospective manager would do well to pursue before the building is completed. Such a program would broaden his understanding of the community and prepare him more thoroughly for his responsibilities. Later chapters are devoted to a detailed exposition of other managerial duties, including office administration, building maintenance, and the development of community activities.

Prior to the assumption of active service, then, it is desirable that the potential manager make a number of special investigations designed to deepen his knowledge of the development which he is to operate and of the surrounding community, as well. These should include:

(a) A detailed study of the project over which he will have supervision, in order that he may become fully acquainted with the lay-out of the buildings, the kind of materials used, the plumbing and heating systems, etc.²

(b) A first-hand and thorough investigation of the surrounding neighborhood, its population characteristics, types of living quarters, needs of families within the area, predominating racial and

¹ Suggested by Mr. Robert R. Taylor, Manager, Michigan Boulevard Garden Apartments, Chicago.

² See Part IV for excerpts from "A Preliminary Study of Low-Rental-Housing Maintenance Problems," Housing Study Guild, May, 1935.

nationality groups, recreational pastimes, etc. Also, the collection of statistics on health, crime, and delinquency, for the particular area in which the project is located, and for the city as a whole.

(c) An inquiry into the functions of the private welfare institutions in the neighborhood, such as schools, churches, settlement houses, health associations, the governmental agencies, the medical and dental clinics, public schools, etc. Also, a study of the relations of state, local, and federal governments; the practices and standards of municipal activities; types of local government, etc.

Let us consider briefly these three types of individual investigation.

(a) During the period of construction, the manager should get acquainted with the structural details of the buildings, the materials used, the plumbing and heating systems, etc. Such knowledge will enable him to act promptly and intelligently in future emergencies, should, for example, the pipe-lines or some other major service be involved. It will also enable him to direct and supervise various structural repairs as they are required after the lapse of several months. Without such information, the manager would be entirely dependent on the advice of outside experts, or upon the recommendations of his superintendent and other members of his operating staff. Although he should not hesitate to seek advice from those who are qualified to give it (even if the individual happens to hold a subordinate position), it is desirable, in general, for the manager to know as much about each phase of his development as does the member of the staff who is directly in charge of it.

In an eastern large-scale project, the manager lived on the premises before the buildings were completed; thus, he became thoroughly acquainted with methods and materials of construction. During this period he also had opportunity to study the neighborhood and to survey the social and economic status of the families within the area.

In another development, the manager, who was also present during the construction period, chose as his superintendent a man who had supervised the installation of the entire plumbing system. The manager felt assured, therefore, when the buildings were tenanted, that there was no pipe or valve within the de-

velopment with which this superintendent was unacquainted; his confidence in this employee's ability to handle emergencies was thereby increased.

(b) It is also desirable that managers of housing projects become thoroughly acquainted with the characteristics of the neighborhood in which the project is located. They should study the social facilities within the immediate environs, such as hospitals, schools, churches, settlements, stores, etc. In recognition of the double function of public housing managers—that of operating a real estate enterprise and also of fulfilling certain social obligations toward the tenantry and the community—the manager should make a special point of becoming acquainted with the priests, ministers, rabbis, school principals, teachers, police officials, directors of settlement houses, and other community leaders. Such personal associations will enable him to be of assistance to his tenants, helping them to orient themselves in their new environment. Knowledge of social agencies will be especially useful to managers of projects accommodating families of the lower income levels.

A splendid opportunity for making sociological studies would be afforded by the construction of modern low-rental developments designed to house that portion of the population now referred to as "slum dwellers." Possibly the long-standing quarrel between those who favor public housing (for its possibilities in social rehabilitation) and those who oppose it (professing that no such social good can be expected) will be resolved—if at all—only when accurate statistics have been gathered over a long period of years, and carefully analyzed. Complicated as this undertaking may seem, it would be a real contribution to the cause of public housing if the manager and a staff of assistants were to gather some accurate sociological data prior to the opening of the project. Information as to kinds of housing accommodations within the vicinity, size of families and apartments, incomes, predominating nationalities, favorite recreational pastimes, etc., should be included in the survey; in addition, official statistics on health, delinquency, and crime, for the given area, over a period of years prior to the construction of the new project, should be obtained and filed for reference and possible

future use. Needless to say, such figures will be of value only if similar records are carefully kept for several years after the project is tenanted, so that statistical comparisons may at some time be made. It is questionable, of course, whether the results of such studies, should they prove favorable to the cause of public housing, will carry any greater weight in the public mind than similar investigations made in European countries where whole populations have been rehoused since the World War. Skepticism has been expressed in many quarters concerning the validity of such statistics because, as has been pointed out, unless all other variables in the environment are controlled, there is no scientific justification for attributing an apparent improvement in health conditions, for example, or a reduction in delinquency, specifically to housing. Nevertheless, such studies, if carefully conducted, may help to illustrate a general improvement in public well-being within the area of new housing, even if it is not possible to attribute the change specifically to better living quarters. Since good housing, in its modern implications, includes adequate recreational opportunities as well as plenty of sunlight and air, it is no longer necessary to limit the cause of improvement to one factor, but rather to a series of interrelated factors which seem to produce the desired result. It should be emphasized, in this matter of housing and health, that a significant correlation between two variables does not mean that one is the cause or effect of the other, but rather that the two are related.¹

(c) A booklet entitled "What Social Workers Should Know About Their Own Communities," by Margaret F. Byington,² is suggestive of the third type of information which prospective managers should seek concerning their neighborhoods. The author states that a knowledge of the historical setting of a city, as well as of the origin and character of the early settlers in the area in which a social worker performs his job, helps in the solution of family problems. Similar knowledge should prove

¹ See a most interesting discussion of this subject entitled: "Prospects and Possibilities: The New Deal and the New Social Research," by A. Stephen Stephan, in "Social Forces," May, 1935.

² Published by the Russell Sage Foundation, 1929.

of real value to housing managers also, particularly if the new developments accommodate some of the families displaced by the demolition of slum buildings.

An understanding of city administration and finance is discussed as the second essential. If such information is valuable to the social worker in the performance of duties, it should prove equally useful to a public housing manager whose responsibilities will bring him into close and repeated association with many community organizations and governmental agencies. Some of the questions appended to Chapter II of Miss Byington's pamphlet are listed below, in the hope that they will prove helpful as guides to housing managers.¹

1. Are municipal elections held at the same time as state and national elections? Are the issues separated from unrelated national issues, so that voters can express themselves upon local matters affecting their welfare?

2. How large is the city council or other legislative body? How are its powers limited? Are citizens kept informed of what goes on in the council? If so, how is this done? Are there channels through which citizens may express their interest in matters of local government? How often are these made use of?

3. Who is mayor, city manager, or chief executive officer? Did he stand for any definite proposals during his campaign for election? Is progress being made in carrying them out? What appointments are made by him? Has he the power to remove his appointees from office? What other responsibilities are his? How long does he serve?

4. What are the various boards in the city government? How is each chosen? What are their powers and functions? Are they composed of persons with special qualifications for their particular duties?

5. What positions in the city are under civil service? Has the number increased in the last five years? What are the methods followed by the civil service commission in making its selection of candidates? Are there enough competing candidates for positions to assure the choice of competent workers? What is the basis for appointment in positions not under civil service?

6. If the city is under a commission or commission-manager

¹ These questions appear on page 13 of the pamphlet.

form of government, what is the method of electing the commission and the extent of its responsibility?

7. Do the departments publish separate annual reports, even if all are in one volume? If so, procure the latest copy or copies. Is the material so presented of a nature to enlighten the citizen as to the work of the departments?

8. Is any analysis of the budget made for popular use by such organizations as men's or women's city clubs?

9. Can and does the city or community use excess condemnation in securing land for public purposes?

10. Indicate on a map of the city the residential neighborhoods of the well-to-do, of the workers, the commercial or business districts, the industrial centers, and the neglected sections.

Other information of practical use to housing managers would include: major industries in the community; average income of the workers, and hours and conditions of labor; general health conditions of the community, including provisions for medical care, number and location of free hospitals, clinics, and dispensaries, and the facilities of each; general housing conditions of the neighborhood (this would give the manager an intelligent understanding of the background from which his tenantry was drawn); the housing and zoning laws of the community (this would equip the manager to answer inquiries and also to take some part in "good housing" movements, should he be called upon to do so by interested citizens of the community).

The following questions, also, should be helpful in acquiring the desired information: ¹

1. Does your state law (or do your local ordinances) require that every room shall have a window opening on the street or on a court; that courts shall have a width not less than one-third of the height nor less than one-fourth of the length; that no tenement should be erected without sewer or water connection; that every tenement located on a sewered street shall have an indoor, properly ventilated toilet for each family, preferably in each apartment; that there shall be running water in every apartment on a street where there is city water; that halls must be lighted; that fire-escapes or fire stairs be adequate in number and properly

¹ "What Social Workers Should Know About Their Own Communities," by Margaret F. Byington, Russell Sage Foundation, 1929, pp. 30, 31.

constructed; that the percentage of the lot built on be so limited as to provide light and air?

2. What city department or departments have the duty of enforcing the housing laws and ordinances?

3. How many inspectors are there for each department; for example, plumbing, new buildings, and so on?

4. Do they inspect on their own initiative and at stated intervals, or only on complaint?

5. Have they power to demolish or vacate unfit houses, and what is the procedure, in brief?

6. Also learn from the board of health how many violations were reported last year and their nature, what action was taken, how many cases were brought to court, and what disposal was made of them. Some such summary should appear in the records and published reports of every board.

7. Has any action been taken looking toward a city or town plan?

8. If so, is it used for guidance in the physical development of the community?

9. Is attention given in it to the social problems of the city, such as space for recreation?

10. Are single houses being rapidly replaced by tenements? Is this necessary? Is any one giving thought to this problem?

11. Have you adopted a zoning plan?

The educational opportunities within the community, in particular the number and kinds of schools, the membership and powers of the board of education, the buildings, teachers, curricula, parent organizations, and the number of children attending,—all are essential items in the encyclopaedia of information which the manager must compile concerning his community.

Neighborhood recreational facilities must be given special attention because of the direct bearing these may have on the opportunities for play within the development itself. Managers should familiarize themselves with recreation associations and their leaders, so that they may know what leisure-time opportunities are available. Play and recreation spaces in the immediate neighborhood should be located, also, as it may become necessary for the manager to obtain the cooperation of local groups in establishing adequate facilities for the benefit of the tenantry.

The manager should inquire into the type and locations of commercial amusement in the neighborhood, and the extent to which they are an asset or a menace to young people. He should be prepared to consult with parents who seek advice on problems relating to child health and welfare.

If a manager knows the answers to at least some of the following questions, he will be equipped for this phase of his work:¹

1. How many playgrounds are there connected with the schools; conducted separately by the city; connected with settlements, churches, or other organizations?

2. Are they so situated that no child lives more than one-fourth to one-half of a mile from some such play center?

3. For how many hours each day are these opened? Are they used the year round?

4. Is an adequately trained play leader in charge of each? What activities are carried on? Are the children taught games to play at home? What equipment is there? Is there story telling? Nature study?

5. What proportion of the children have a chance to make a garden in their own yards, on school grounds or playgrounds, on vacant lots?

6. Are there teachers of play connected with each school? What play opportunities do children have in school hours or after school?

7. How many Boy Scout and Girl Scout troops are there? How many circles of Camp Fire Girls? With what organizations are these groups affiliated?

8. Is there opportunity for participation in dramatics, singing, other music?

9. To what clubs do children belong? Under what supervision? With what program?

10. Do the parks provide facilities for active recreation? How many play fields are there? How many tennis courts are there? Is there a golf course? How many basketball, football, and baseball fields? Who can use these? On what terms? Are they adequate to the demand? Are they easily accessible?

11. What opportunities are offered for swimming both summer and winter? Are there facilities for coasting and skating in winter?

¹ *Ibid.*, pp. 41, 42.

12. Are the schools developing recreational activities for their graduates and for the public at large through evening classes and recreation centers? What is the nature of the activities developed? If there are none, what stands in the way?

13. What other organizations are providing non-commercial recreation in your community—Young Men's Christian Association, Young Women's Christian Association, Young Men's Hebrew Association, Young Women's Hebrew Association, settlements and so on? What is the character of the amusement or education offered? What class or membership fees are charged? How nearly is the program self-directed and self-supported? Do these organizations provide skilled leadership?

CHAPTER II

Selection and Placement of Tenants

The selection and placement of tenants is, without doubt, one of the manager's most important early jobs. Some managers state that selection and placement of tenants will largely determine the subsequent success or failure of the project, from both the financial and social standpoints. The Housing Division of the Public Works Administration has taken cognizance of this important matter by stating: "Wise selection of tenants and their allocation to suitable dwellings are fundamental to good management."

In the last chapter we discussed some of the things a manager should do before the project is opened. Now let us assume that a housing development to accommodate one thousand families of the low income group is under construction, and the time is approaching to consider applications for tenancy.

What are the first steps to be taken? First of all, some means of advertising the project should be instituted, through magazines, newspapers, and possibly the distribution of attractive circulars. In addition, a large sign should be erected on the premises, in a conspicuous place, listing briefly such information as size of apartments, rental per room, date of opening, etc. Then, somewhere on the premises, in as convenient a location as can be found, an office should be set up and kept open every day from 9:00 A.M. to 5:00 P.M. including Sunday, and several evenings, as well. This office should be simple, not too small, and furnished with a view to making the applicant comfortable and completely at ease. The room should be neat, warm, and inviting. Colored wall paper or paint, and bright curtains help to relieve an office of its dull, cold, or forbidding aspects. This is an important detail in terms of the future relationship between the management and tenantry. It is desirable that the stage be set immediately, so to speak, for a future friendly relationship and

every effort should be made to produce a desirable psychological reaction in a future tenant. Stiffness of manner or coldness of atmosphere can easily create an unconscious feeling of dissatisfaction. The informal friendly character of the office should be maintained after the project is completed, as well.

The children of tenants in a low-rental development present numerous management problems. Since families with children are likely to be given some preference in public projects, it is wise to consider this matter seriously from the start. The attitude of the children who dwell within a given project toward the managerial staff will determine, in the long run, the amount of vandalism occurring upon the premises. It is essential, therefore, to obtain their interest and cooperation as early as possible.

Many parents, particularly those of the low-income group, bring their children along when seeking apartments. While the manager or office assistants interview the parents, what will these children be doing? It has been found from past experience that during this early stage a device can be introduced which produces extremely satisfactory results. If a play-room is set up near the office, containing a few simple toys, where the children of applicants can amuse themselves while their parents attend to business, a decidedly advantageous introduction to controlled play is made. The child's interest is immediately engaged, and he is discouraged from wandering around where he might amuse himself by marking walls or participating in other destructive practices.

It cannot be emphasized too strongly that, while friendliness and courtesy on the part of managers and staff are essential, undue familiarity, a paternalistic attitude, or condescension of any kind should be strictly avoided. There is perhaps no greater danger to the cause of government housing than the creation of a general belief that tenants are treated as "social welfare guinea pigs." A completely business-like attitude toward both applicants and tenants is far more desirable than "generous condescension" or "grave concern." A happy medium between mere impersonal courtesy and sincere interest in the tenants' welfare should be the goal of the management staff.

The first application blank to be filled out should not be long

or complicated. Only such data should be required as will help determine whether the family is qualified to become a tenant in the building. The process of elimination is generally so radical and rapid that it has seemed wise to accept five or ten times as many applications as there are available apartments. The preliminary application blank should contain space for the name, the present address, kind and place of employment, amount of annual income, size of family, nationality, number of rooms desired, rental now being paid. If, upon examination of the first application blank, the manager decides that the applicant is eligible to become a tenant, a trained staff member should then be assigned to visit the home and there fill out a more detailed questionnaire. On this second blank an impression of the cleanliness of the home should be recorded, as well as the type of building (old-law, new-law, individual or multi-family dwelling, etc.); presence or absence of sanitary facilities in apartment; membership in unions, settlement houses, or social organizations; schools attended by children; general health conditions of family; frequency of attendance at clinics or hospitals (if possible to secure accurately); employment and personal references; and such other data as will be helpful to the manager in making a final decision and in placing the tenant most advantageously in the new building.

It is important that steps be taken to standardize the data recorded, and that all subjective judgments on the part of the interviewers be eliminated so far as possible. All questionable terms such as "dirty," "sub-standard," etc., should be defined precisely in advance so that all investigators will have approximately the same definition in mind when recording observations. (See London County Council forms on pages 41, 42, 43.)

The question of delegating final authority in the selection of tenants must be settled before the manager begins his work. It is generally conceded that a manager must be given sufficient authority to make possible the smooth functioning of his administrative organization, yet it has been wisely pointed out that a manager of the highest qualifications may himself (or herself) be subject to personal prejudices which would militate unfairly against certain applicants. For this reason it is important that

some further check on the selection of tenants be provided. On the other hand, it is obvious that much confusion and waste of time would result if responsibility were divided among a committee of persons rather than concentrated in the hands of one qualified individual. In order to compromise, in the light of two possible evils, it is suggested that the manager be given absolute authority in selection of tenants, on condition that he keep careful records of the number and causes of rejections and that he submit these to the board of directors or other official authority for review and consideration. Another reason may be cited to show why the manager should be accountable, theoretically at least, to another authority. Frequently, a persistent but unsuitable applicant is difficult to reject, and the manager is faced with much unpleasantness. In such cases, it is helpful to be able to "refer the matter for decision" to an executive committee or board of directors. Also, should pressure from political or other sources be placed upon the manager, he can again shift the burden of responsibility to his board. A group of persons is generally much harder to reach than an individual.¹

When the 1,000 suitable applicants have been selected for our hypothetical housing project the remaining applications should not be destroyed. Two separate files should be arranged, one containing the names of those permanently rejected, to be used for future reference, the other consisting of the names of those who were acceptable but who, for some reason, could not be accommodated immediately. The latter should comprise the waiting list, and a system should be devised for immediate notification when vacancies occur, as well as for periodic revision of the list. (See end of chapter, under "Foreign Practices," for description of clearing method.)

A second step of major importance has to do with the delegation of apartments. In high class apartment houses, prospective tenants are frequently expected to select their apartments from printed plans, or from blue prints. This method adequately serves its purpose with individuals accustomed to visualizing the layout of an apartment from a plan. Among applicants for public housing projects, however, this kind of experience will

¹ This subject treated more fully under Chap. IV.

doubtless be very uncommon. Some arrangement should therefore be made so that each applicant will receive a clear picture in his mind of the exact apartment he is to occupy. The display of a "similar outlook" in a larger or smaller apartment is usually not sufficient to produce a vivid picture. In order to avoid serious misunderstandings, when the buildings are finally completed, some procedure must be worked out to show the prospective tenant the exact apartment which he will occupy or a reproduction of it. This might be done by setting up "sample apartments" before the actual renting begins; or, if it is necessary to choose from plans, a sketch of the various layouts, showing size of apartments, location of closets, number of windows, etc. would be preferable to the usual blue-prints. Also, it would be provident for the management to point out carefully the kind of equipment and type of finish which the apartment will contain. It has been truly said concerning difficulties which have developed in the past from failure to take these precautions that "the good will lost in the first few days of a family's occupancy—whatever the cause—can really never be recaptured."

At this point, a second important responsibility develops for the manager: arranging for the moving in of large numbers of families.¹ This must be organized in such a way as to avoid unnecessary complications. No end of trouble can result from poor planning at this time. A schedule, strictly followed, is indispensable; if the tenants are unduly inconvenienced or annoyed at this early stage, subsequent efforts to create a friendly relationship are likely to prove futile. Wisdom would dictate: first, that tenants be admitted only when the project is entirely ready for occupancy; second, that only a limited number of tenants be moved in at one time, in order to avoid crowding of stair-ways and elevators. An overcrowded schedule or no schedule at all necessitates waiting in long lines and tends to increase the tenant's moving costs. Some estimate of time required per household should be made, and a routine schedule of moving based on this estimate should be carried out as rigorously as possible.

¹ The complication of difficulties and tenant-management misunderstandings at Knickerbocker Village may be traced to this cause.

Before admitting tenants into their new surroundings, a preventive measure of major importance must be taken. This refers to the fumigation or sterilization of their furniture and bedding. It is by no means being suggested that the belongings of prospective tenants of low-rent housing projects will be verminous; in order to assure the utmost guarantee against the transfer of vermin to the new buildings, however, it would be provident to plan for some general method of fumigation. English housing managers have long since recognized the great danger which exists in transferring various kinds of insects from the old to the new environment. In a memorandum prepared in April of 1934, Wallace Smith, General Manager of the City of Birmingham Estates Department, states that "all the slum families are now visited continuously for about four weeks prior to removal, and by pointing out the advantages which a new house will afford them, they are induced to destroy old vermin-ridden mattresses and re-equip themselves with new. The advantages of disinfectants and insecticides are also pointed out and the right methods of cleaning and applying these are demonstrated."

Whether or not such a procedure would be acceptable in this country is uncertain; unquestionably some method will have to be devised in the re-housing of slum dwellers to disinfect household belongings which may harbor vermin. English housing managers have found this a most troublesome problem and have given it serious study. The following excerpt from a paper entitled "The Problem of Vermin in Housing and Re-housing," by Jean M. Thompson, Estate Manager, County Borough of Rotherham, may be interesting and suggestive to American housing managers:

When we came to tackle the problem of slum clearance under the 1930 Housing Act it was obvious that some drastic preventive measures were required. We first considered how many of the slum houses were likely to be affected and decided that in all probability at least 80% were more or less verminous. Further discrimination was difficult, likely to cause misunderstandings among the tenants and it was possible that an affected house might be missed. It was decided therefore, that any measures applied should

be applied to *all* houses in condemned areas. Possible methods were:

1. The destruction of all the old furniture and belongings of the tenants and replacement by the local authority. This would be an ideal solution and quite the best one, but it remains ideal and not practicable at present.

2. The destruction of some articles of furniture and partial re-furnishing on the Hire-Purchase System¹ through the local authority. This is excellent as far as it goes but it does not go nearly far enough, and there is a grave risk of transferring vermin in the other articles.

A Hire-Purchase System is, of course, very useful in addition to some scheme of fumigation in view of the fact that many tenants have insufficient furniture for a new house, and in fact such systems are being worked by several local authorities.

3. The disinfection of bedding by means of a steam-disinfector and the scrubbing of articles of wooden furniture with a disinfectant such as 'Chlorox' or 'Izal' supplied by the local authority. This is a great deal better than nothing, the chief disadvantages are:

- (a) The scrubbing has to be extremely thorough to be at all effective and this necessitates the most careful and detailed supervision by inspectors.

- (b) Large articles of upholstered furniture, etc., can neither be put through the steam-disinfector nor scrubbed.

- (c) Other miscellaneous articles such as clocks, and pictures, very favorable breeding places for vermin, are missed altogether. Certainly this method is not one hundred percent effective.

4. The fumigation of all furniture and belongings of the tenant. It was decided that if a sufficiently strong fumigant could be found which would destroy all classes of vermin and their eggs, at every stage of development, in one operation, this would be the best method of dealing with the problem. After careful consideration it was decided that 'Zyklon B' a cyanide preparation, would be the fumigant most likely to achieve the desired results. . . . It might be mentioned that the Manchester Corporation have recently experimented with the object of finding a way of extracting the cyanide gas from the bedding in order to have it gas free for the same night, so that the tenants could sleep on their own bedding. After the van was opened the bedding was placed in a disinfecting machine, under vacuum for half an hour, followed

¹ Installment plan.

by the application of a current of hot air. This was repeated after a short interval after which the bedding was beaten and pronounced gas free."¹

When all arrangements for the moving-in of tenants have been completed and the process has begun, the management may provide a service which, according to the experience of other developments, will be invaluable in setting the right tone of cooperation between management and tenantry. This consists of making available a staff of workmen (at a small charge, or possibly, with low-income families, at no charge at all) who can assist the families in hanging pictures, hammering nails, driving screws, and attending to other such details around the apartment. It has been found, through long association with tenants, that a very large proportion of them are inept at performing these necessary odd jobs. If, at small expense, the management can be of assistance at this early stage, it will not only create an immense amount of good will but will realize a saving in the end by preventing inadvertent destruction in apartments, such as chipping wall plaster, marring painted surfaces, etc. Various members of the maintenance staff could doubtless be utilized for this purpose or, should it be necessary to hire extra handy-men for a few days, these should be sought, of course, only through a reliable agency.

We have discussed the selection of tenants, generally, without referring to the standards of admission which must determine the final choice. These standards, which are usually established by a directing board or committee, will of necessity vary from place to place and will depend ultimately on the type of project and the rental to be asked. Within recent months, similar prerequisites concerning incomes and living standards of tenants for public housing ventures have been urged by two groups with totally dissimilar motives: government housing officials, and conservative private real-estate men. Such standards were touched upon briefly in the 1933 report prepared for the federal government by a National Committee on Housing Manage-

¹ Also see "Modern Exterminating Methods," by Joseph N. Laferriere, in "Buildings and Building Management." This series of articles began in December, 1935, and ran for several consecutive months in the same periodical.

ment headed by Mrs. Mary K. Simkhovitch of the New York City Housing Authority. They are given below:

Tenants should be selected on the basis of the following considerations:

Income. Preference should be given to those whose income is about four or five times the rental of the apartment required, flexibility allowed in accordance with the size of the family and age of the children.

Size of Family. Preference should be given to those families having a number of small children.

Former Dwelling Conditions. Preference to those displaced by the project and to those living under unsanitary and unhealthful conditions.

Former Rent. Rent paid formerly should not exceed that contemplated in the project.

Reliability. Preference should be given to those whose good character and reliability indicate that they will be able to pay the required rental. Those who can afford to pay for good quarters in the open market should be excluded.

While the foregoing qualifications are all of major importance in the selection of tenants for low-rental projects, some leeway will have to be allowed for variations in individual cases. For example, the bread-winner of the family may earn far less than even the minimum required, yet a daughter or son, now unemployed, is seeking work, and might bring the total family income up to the necessary sum. What is to be done in such a case? Vice versa, suppose the total family income in the past was above the maximum permitted, but a son is now unemployed and the family is eligible. How is this case to be handled? There will also be families with incomes clearly above the maximum permitted whose present dwellings are far below standard. For their needs they may not be able to find a suitable apartment within their means. Are they to be accepted or

rejected? These are all individual cases which will have to be judged on their merits by the manager.

An important question to be faced is that of giving fraudulent information on questionnaires. Power of some kind should be provided, either by law, whereby the tenant would be subject to punishment if false information is given, or by a clause inserted in the lease, making it subject to cancellation. Doubtless a certain amount of falsification will slip by in large-scale projects, but precautionary steps, preferably legal, should be taken.

There is a general consensus that families with children should be given preference. Whether this means families with any number of children, or with a limited number has not been indicated. Size of family will determine the size of the apartment to be suggested by the management; this, in turn, will depend on the income and "capacity to pay" of the family. Avoidance of "overcrowding" is essential, although there is no absolute definition of overcrowding. In general, the belief is current in housing circles that one to one-and-a-half persons per room is acceptable, but that two persons (or more) per room constitutes overcrowding.¹

Concerning this question of overcrowding it is of interest to review the statements of Dr. C. Killick Millard, Medical Officer of Health for Leicester, England, who states in a Memorandum dated November 30, 1929:

I am more and more convinced that the first thing to do in attacking the slum problem is to get the *children out of the slums*. . . . Grown-ups without children are of secondary importance. . . . Children are the plastic portion of the race . . . and bad environment prejudices their whole future. . . . If there were no children in the slums the slum problem would be of only minor importance.

Dr. Millard has a good deal more to say about the "improper mixing" of the sexes and stresses the importance of providing "at all costs" for separate sleeping rooms for all single persons of opposite sex above the age of ten.

¹ Report of the Committee on Housing Management, 1933.

In England, overcrowding due apparently to large families has been a special problem, particularly because "housing committees are a little afraid of large families." It has been found that large families do not usually make the best tenants, and property tends to run down more quickly; therefore, they are not especially liked. Dr. Millard attacks this procedure and says: "I suggest that no better use can be made of our nice new municipal houses than for the housing of large families, even if they are poor!"

It may be useful to have these considerations in mind when housing American families of low income.

The health of families must also be considered in selecting tenants, and a conscious effort should be made to "pepper" the development discriminately with families who particularly need sunshine and a healthful environment. Naturally, it would not be wise to turn the project into a kind of sanatorium or convalescent home, but a small group of tenants in ill health should be included, provided their other qualifications are acceptable. Cleanliness in the former apartments or home must necessarily influence selection; here too, a small proportion of families should be accepted who do not quite come up to a designated standard of cleanliness. If the tenant indicates by an intelligent response, during the interview, that re-education would be possible, the family should be given the opportunity to dwell in an improved environment. It has been shown repeatedly in European developments that most families respond to good example; since the re-education and rehabilitation of ignorant but teachable families is an important part of a housing program, it is incumbent upon the manager to select some ten or fifteen percent of such families and to place them in various parts of the building where they can be quietly observed and assisted by the management.

Citizenship, nationality, and religion should, of course, play no part in determining selection. Some experts have claimed that people of different nationalities will not mix or cooperate in group activities, but there is contrary evidence indicating that in projects for people of higher income, families of various racial and religious backgrounds do associate freely. The tendency of

the younger generation in this country to mingle on the basis of interest rather than nationality also gives promise of success in this respect.

No rigid rules concerning the assignment of apartments can be set down. Much will depend on whether the buildings are walk-ups or elevator, whether they accommodate only families with children or childless couples as well; whether all apartments receive sunshine during the day or some do not. A few general principles may be kept in mind, however. Wherever possible and practicable, the tenant's particular wishes should be granted. When a special assignment is required, however, an explanation should be given those tenants affected so that they are entirely satisfied. Most tenants respond to a reasonable appeal for co-operation, but if the applicant appears dissatisfied or is unduly critical of the apartment, it would be well (in order to avoid future difficulties) to reject him immediately, giving some plausible excuse. While no effort should be made to create a feeling of gratitude on the part of an applicant, an unappreciative or over-critical attitude gives warning of a tenant likely to cause considerable unpleasantness at a future date.

Some attention should be given to the state of health of all incoming families, especially in the assignment of apartments. If the questionnaire reveals ill health, such as heart trouble or tuberculosis, or if the mother is pregnant, every effort should be made to assign apartments on the lower floors. For psychological as well as physical reasons, invalids should be assigned to sunny apartments wherever possible.

Here, as elsewhere in connection with management problems, the manager and his staff will have to use their best judgment in allocating available space.

FOREIGN PRACTICES

It may be of interest to note here how European housing authorities have dealt with the admittedly difficult problem of selecting tenants and assigning apartments. In Vienna, the situation (during the period when the Social Democratic party was in power) was aggravated by an actual shortage of attrac-

tive vacant apartments. In order to minimize the difficulties, which were fraught with suspicion of political favoritism, an attempt was made to standardize procedure in the allocation of dwellings by the use of a "point system." This system attempted to classify applicants according to urgency of need, and was used primarily in connection with the allocation of private dwellings under the control of the Housing Bureau. The points were awarded on the basis of the following schedule:¹

Point System of Classifying Applicants for Dwellings

	Points
Austrian Citizenship	1
Domicile in Vienna	1
Marital status:	
Married less than one year	1
Married or living together as husband and wife for more than one year	2
Each Child:	
Under 14 years of age	1
Over 14 years of age	2
Residence in Vienna:	
Since birth	4
Since August 1, 1914	3
For more than one year	1
Legally binding notification to vacate present residence ...	5
Unfitness of present dwelling for continued occupancy	5
Disability:	
"Of 60 percent or more"	1
Complete	5
Pregnancy, more than six months advanced	1
Illness which will be made materially worse by continuing to live in present dwelling	1
Sub-tenancy (not with parents or parents-in-law)	2
Each member of the family who sleeps away from home and has no room of his own	2
Household separated under such circumstances as to make it impossible to live with parents or parents-in-law	2

¹ "The Housing Program of the City of Vienna," by Charles O. Hardy, The Brookings Institution, Washington, D. C., 1934, p. 92.

Overcrowding: for each person too many in a dwelling * ..	1
Lack of kitchen	1
Applicant the principal tenant of a dwelling fit for occupancy which is not overcrowded, or has only one excess person	-10
Sub-tenancy where rooms are fit for occupancy and not overcrowded	-5

* A "living room" (Zimmer) is considered to be overcrowded if occupied by more than three adults or two adults and two children; a sleeping chamber (Kabinett), if occupied by more than two adults or one adult and two children under ten years of age. Overcrowding is recognized in the case of the principal tenant only if the persons to be counted are members of the same family circle. Likewise in the case of sub-tenants, overcrowding is only computed with respect to the number of persons in the sub-tenant's own family circle.

In the 'Tenants' Handbook of the London County Council's Becontree Estate, it is stated: "Applications for accommodations on the estate . . . are generally accepted in the order in which they are received, preference being given to residents in the county of London." Also, "Married sons of tenants can be registered for accommodation and married daughters of tenants may be registered provided their husbands work in the county of London." . . . The same provisions appear to hold for other estates under the supervision of the London County Council.

Wallace Smith, General Manager of the City of Birmingham Estates Department, describes the method used by his organization in registering applicants and selecting tenants.¹ He advocates the use of an "open" register, that is, a register which will contain the name of every member of the working classes who applies for a house or improved accommodations. The advantage of the open register, he states, is that it gives some indication of the housing needs of a city. A disadvantage, on the other hand, consists in the tendency of the register to become inflated with names of applicants who subsequently find accommodations elsewhere. The process used to overcome this difficulty is described as follows:

¹ Memorandum upon Estate Management, National Housing and Town Planning Council, 41 Russell Square, London, W.C.I.

. . . To prevent inflation and to introduce a check upon the actual housing requirements, I have arranged during the last six years, a periodical post-card audit of the application register, whereby every unsatisfied registered applicant has received a specially prepared post-card, definitely asking whether still in need of a house and, if so, information as to wages, family obligations, etc. This card on being returned by the applicant is compared with the register and so forms a means of separating what may be termed the 'live' from the 'dead' applications. This method has been found to be a most valuable check, capable of being carried out at negligible cost. . . .

The Society of Women Housing Estate Managers (which arranges courses of training for women in the Octavia Hill system of management) points out in its Bulletin of March, 1934:

. . . The importance of careful selection and placing of tenants cannot be over-emphasized; it is one of the chief factors in preventing a recurrence of slum conditions. A carefully thought-out approach to the future tenant in the preliminary discussions with him as applicant can do much to create the right relationship. The important point to realise is that housing needs cannot be fully met by building a collection of houses in a field and mechanically transferring people to them. The questions involved are very individual and each application requires a careful consideration with a view to allocating as nearly as possible the right house from the point of view of income, place of work, size of family, and general standard as ascertained from a personal visit to the applicant.

Need must be the first consideration. An essential principle of the Octavia Hill system, however, is that tenants should be placed in dwellings at rents which are within their capacity to pay, and the greatest care must be taken in applying this principle if management is to yield the best results from the point of view of both landlord and tenant.

The placing of the individual tenant is another matter of great importance, involving careful grouping of tenants of similar standard. If the groups are not too large it is possible to avoid the practical disadvantages of placing tenants of too varied a standard in immediate proximity, or, on the other hand, large blocks of "diffi-

cult" tenants calculated to react unfavorably on each other in the mass. A proper application of scientific principles of selection and placing makes it possible to house tenants of very varied social classes on the same estate and develop a community spirit among them. . . ."

London County Council

HOUSING ESTATES

FORM OF APPLICATION

FOR USE AT HEAD OFFICE ONLY.

No.

Special Notifications.

Acknowledged _____

Graded by _____

Grading _____

Entered in Lettings Journal.

Files searched for previous correspondence _____ Date _____

Estates on which accommodation is preferred 1 _____ 2 _____ 3 _____
(to be selected from list on other side) No. of rooms desired _____ { House _____ Flat _____

Applicant's Name in full _____ Nationality _____
(Surname first.) (To be printed in block letters)

Address in full { _____ } Borough of _____

Number of rooms at present occupied _____ since _____ Rent paid per week _____

Number in family for whom accommodation is required { Adults* _____ Children { Boys _____ Girls _____ } Total _____
*Where these include persons other than applicant and wife, their full names and relationship to applicant should be stated here.

Ages of children—Boys _____ years. Girls _____ years

Applicant's occupation _____

Badge or Works No. (if any) _____

Weekly wages (including overtime)

(a) Myself £ _____ s. _____ d. _____

(b) Other wage earners £ _____ s. _____ d. _____

Any other income such as pension, etc. £ _____ s. _____ d. _____

Occupation of other wage earners (if any) with name & address of employer. _____

Name of applicant's employers _____

Address or Depot where employed _____

Name and address of landlord _____

If previously a tenant on any of the Council's estates state details below:—

Address No. _____ from _____ to _____

Date of filling up this form _____ Applicant's Signature _____

A STAMPED ADDRESSED ENVELOPE must be forwarded with this form to:—

THE VALUATION, ESTATES & HOUSING DEPARTMENT,
LONDON COUNTY COUNCIL,
THE OLD COUNTY HALL, SPRING GARDENS, CHARING CROSS, S.W.1.

FOR OFFICE USE ONLY.

(Read notes on other side.)

REFERENCER'S REPORT.

ESTATE_____

Reference No. _____

Name _____

1. Date, time of visit and person interviewed
2. Details and situation of present accommodation
3. Is living room used for sleeping purposes
4. Has applicant a bathroom or use of one
5. Is there a separate water supply
6. Is applicant adequately accommodated ...
7. Rent record
8. Former tenancies (if not in occupation for 2 years). Full details to be given ...

<p>1. Address</p> <p>From to</p> <p>Landlords Name and address</p> <p>Rent record</p>	<p>3. Address</p> <p>From to</p> <p>Landlords Name and address</p> <p>Rent record</p>
<p>2. Address</p> <p>From to</p> <p>Landlords Name and address</p> <p>Rent record</p>	<p>4. Address</p> <p>From to</p> <p>Landlords Name and address</p> <p>Rent record</p>

- | | | | | |
|-----|----------------------------------------------------------|-----|-----|-----|
| 9. | Nature and place of employment, and date of commencement | ... | ... | ... |
| 10. | Applicant's wages and any other source of income | ... | ... | ... |
| 11. | Other wage earners earned income and particulars | ... | ... | ... |
| 12. | Details of family including ages of children | | | |
| 13. | Condition of home | ... | ... | ... |
| 14. | Furniture | ... | ... | ... |

Are there any signs of vermin, (a) in rooms
(b) in furniture

16. Is any member of family suffering from tuberculosis
17. Has any member of family received public assistance during past six months, details to be given.
18. Reasons for desiring to move
19. What other steps has applicant taken to find accommodation
20. Will applicant take.....roomed cottage flat
at...../...../.....a week
on.....Estate ?
.....Section ?
21. General observations

Examined and

{ Passed for acceptance, or
 { Refused.

Signature _____

Date _____

I { recommend
do not recommend } for acceptance.

Signature of }
Referencer }

NOTES FOR GUIDANCE OF REFERENCER.

(Corresponding with questions overleaf.)

Referencers will appreciate that it depends largely on their Reports whether applicants are accepted or refused, and that these notes are intended for guidance only. They are therefore desired to add any further details of the cases which appear necessary to enable a proper decision to be made.

1. It is important to state time of visit.
2. State number of rooms, how used, if on ground, first or second floor, etc., and whether self-contained, also whether controlled or de-controlled. If only one room, state approximate dimensions. If living with relations, has applicant use of their rooms and conveniences. If tenant of house and sub-lets, give details. It is important to call attention to rooms situated in basements and whether used for sleeping purposes.
3. If so, to what extent.
4. If so, indicate floor.
5. State situation.
6. Give reasons for your reply.
7. State date of commencement, rent per week and whether it has been paid regularly and is to date. Please examine rent books very carefully. If a tenant in Model Block Dwellings where there is a Resident Superintendent, please verify tenancy.
8. If present tenancy is less than 2 years, state details (including rent record and name and address of previous landlords) of former tenancies and reasons for removal, especially if out of county. If no previous tenancies, i.e., recently married, give address of applicant before marriage.
- 9a. If less than 2 years, state details of former employment and reason for leaving.
- 9b. If applicant is employed by L.P.T.B. and subsidiary companies, or any similar large firm, please ascertain his Police licence badge number or works number and foreman's name.
10. Total wages earned are required, and not amounts contributed for housekeeping.
11. If there is a pension, papers must be seen.
12. If more than 2 adults, particulars are to be ascertained. Lodgers are not allowed. Nationality of applicant is to be verified.
- 13 and 14. Replies such as "Fair," "Poor," "Good," etc., are inadequate and sufficient details are required to enable a decision to be made as to applicant's suitability, including a statement in every case whether clean and tidy or otherwise. The condition of the home and the appearance of the applicant's family are important, and it should be possible to distinguish between those who are likely to, and those who would not improve in a better environment. Brief details of furniture should be given and whether paid for or on hire purchase. If insufficient for number of rooms required, state what steps applicant proposes to secure more. If applicant has furniture in store, state where and see receipts, if any.
15. If so, what steps have been taken to deal with the nuisance, and does applicant agree to disinfection of effects, if accepted as a tenant. If disinfection has been proposed or carried out by Borough Council, details to be given.
16. If so, give brief details.
17. If so, from what source. Referencers are asked to distinguish carefully between Public Assistance, i.e., poor relief and unemployment benefit, which is a form of insurance.
18. If medical, give brief details.
19. If application has been made to Borough Council, give details.
21. State any additional facts not provided for in the above, and what in your opinion is the maximum rent which applicant can afford to pay.

N.B.—IMPORTANT.—All replies must be written in ink.

CHAPTER III

Rules and Regulations or "Conditions of Tenancy"

As has been suggested in previous chapters, much of value may be learned from a study of British practices in the management of housing for families of low income. Even with regard to so ordinary a routine as the distribution to tenants of "Rules and Regulations," the British approach is significantly different from the American. Because the British procedure appears to have an important psychological foundation and because it must also have a direct bearing on the tenant-management relationship in British housing developments, it deserves consideration at this place.

To illustrate the difference between British and American practice in this phase of management, the nine model American projects studied for this volume are compared with one representative British housing estate managed by the London County Council. The managers of the nine American projects each prepared and distributed to incoming tenants a series of rules and regulations. Six out of nine adopted the traditional practice of printing these on the back of the lease, generally in small type, difficult and uninteresting to read. Only two of the six went to the trouble of setting up the rules in more attractive physical form, in order that the tenants might be induced to acquaint themselves voluntarily with the context. Two of the developments, using no lease, presented them in some other form: one had them mimeographed and required the tenant to place his signature at the bottom of an office copy, this serving as a kind of contract; the second had them printed on the envelope containing the weekly rent-payment card.

Before describing the British practice, this point concerning "attractiveness" of rules and regulations should be emphasized. The physical form in which a manager presents the conditions of tenancy will have some influence on the interest aroused

toward the project itself. This interest, in turn, will help determine the degree of cooperation which a new tenantry subsequently gives in obeying the rules and regulations. It need hardly be pointed out that the sum total of this cooperation will influence very largely the operating costs of any housing project. In short, it is important from the economic as well as social standpoint that managers of housing projects utilize every known means to create a desirable response on the part of tenants who, we may remember, were selected with considerable care. All too often unpleasant relations have resulted solely from neglect of seemingly insignificant details by a management which has either failed to understand the importance of developing tenant cooperation or has been ignorant of the proper methods to be utilized in achieving the desired result.

Few persons charged with the management of multiple dwellings have, in the past, considered seriously this practice of printing rules and regulations on the back of leases; when they have considered it, unfortunately, they have been unaware of the ineffectiveness of this method. The experience of lawyers, landlords, and public relations counsels, however, indicates that it is a rare tenant who reads the provisions of his lease. He usually does so only when special circumstances arise making it necessary for him to look into his "rights." Similarly, few tenants pay attention to the list of rules printed on the lease, except when these are called to his attention by the commission of a violation. The average applicant for an apartment will sign a lease without giving serious consideration to the fact that by so doing he contracts himself to abide by its terms; frequently, as has been suggested, this document also contains the "rules and regulations" which may be binding upon the tenant. The reason for this indifference is simple: most people shy away from reading long documents of any kind (this explains the popularity of the graphic type of newspaper), especially when such instruments are printed in small type, uninteresting in appearance and actually difficult to read.

It is obvious, therefore, that the signing of a lease in no way assures a landlord that the tenant has familiarized himself with

its contents or that he intends to obey the rules contained therein.

Returning to British practice, we find that tenants are informed of a housing development's regulations in an entirely different manner. For example, the London County Council follows the policy of printing a small and attractively covered booklet, with illustrations, entitled "A Handbook of Information for Tenants."¹ Nowhere in it can there be found the phrase "rules and regulations." This suggests that the English people, perhaps through long experience with management problems, have learned the value of carefully choosing their words.

It may be of interest to note the table of contents of this Handbook, which includes the following: Applications for Tenancies; Rents and Accommodation; Travelling Facilities; Industry and Employment; Conditions of Tenancy; Repairs; Advice to Tenants; Gardening Notes; Shopping and other Facilities; Education; Health Services; Places of Worship; Social Amenities and Facilities; and others. In the section devoted to "Conditions of Tenancy" may be found the same type of prescriptions and requirements as appear under our rather commanding "Rules and Regulations." Years of contact with tenant reactions have doubtless shown that there is much to be gained by shifting the emphasis in such matters from benefits to landlord to benefits to tenants. There is further evidence that this procedure is conscious rather than accidental, for the section called "Advice to Tenants" is really nothing more than a continuation of rules and regulations conveniently grouped under various headings, such as: Ventilation; Cisterns and Drains; Fire, Police, and Ambulance; Sinks; Sub-letting; Vermin; Roofs; Recreation Grounds, etc. While the title would suggest that the information given is primarily for the welfare of the tenants, upon careful reading it becomes evident that this section consists of a series of precise directions which tenants are expected to obey. Yet, by the simple device of calling it "Advice to Tenants," resentment is probably lessened and greater co-operation is assured. The phraseology of some of these paragraphs is noteworthy:

¹ Bellingham and Downham Tenants' Handbook, July, 1934.

Ventilation

Fireplace openings should not be closed when grates are not being used; these openings act as ventilators. For the same reason ventilators in bathrooms, bedrooms, pantries, etc., should not be covered.

It is not wise to cover completely any ground floor with linoleum as floors so covered lack ventilation. Tenants of new houses are not permitted to lay linoleum on a wooden floor within one foot of any wall during the first year of occupation, otherwise the linoleum will suffer damage. The space thus left uncovered can be stained.

There is a damp course just above the ground level in each house. The airbricks and iron gratings must not be covered with soil or any material likely to prevent through under-floor ventilation.

Sinks

Boiling soda water should be poured down the sink at frequent intervals to prevent grease clogging the waste pipe; the sink may also be thoroughly cleaned by sprinkling some preparation for disinfecting and cleansing.

The section on "Conditions of Tenancy" includes items which resemble the clauses of standard real estate leases in this country, but which are somewhat broader in scope and suggestive of some of our "rules and regulations." Several of the divisions, for example, read as follows:

The Tenants Shall Not:

- (a) Assign this Agreement either in whole or in part.
- (b) Underlet the premises or any part thereof.
- (c) Use the premises or any part thereof as a shop or workshop or for the carrying on or the storage of the implements of any trade or business.
- (d) Expose in the premises or any part thereof any goods or materials for sale or hire.
- (e) Drive nails or allow or permit nails to be driven into the walls of the premises.
- (f) Allow or permit pictures to be hung otherwise than on picture rails when provided by the Council or on picture hooks of a pattern supplied or approved by the Council.
- (g) Lay linoleum on any wooden floor within one foot of any

wall during the first year of tenancy. The border may be stained if desired.

These examples suggest that in housing projects for families of low income, the management must bear in mind constantly that every attitude or statement is bound to create a definite reaction, and that to assure the greatest cooperation and mutual understanding, each act affecting tenantry should be carefully considered.

To summarize, the major points to be kept in mind in developing the "conditions of tenancy" for low-rent housing projects are:

- (1) Write the rules and regulations in the simplest language so that even the least educated tenant will be able to understand the meaning.

- (2) Include only those directions which are indispensable to the proper maintenance of the premises and which are reasonably enforceable. (It is well in this connection to remember the dismal failure of such unenforceable laws as the Volstead Act which are comparable to certain types of housing regulations.)

- (3) If it is believed a good policy to include the rules and regulations as part of the lease (from the legal standpoint), prepare, in addition, a separate list to be handed the tenant at the time he takes over the apartment. This list should be either printed or mimeographed in readable type and would probably be most effective if set up on colored paper and in the form of a booklet. It would also be helpful to include in this second edition certain information concerning recreational facilities, neighborhood health centers, travelling facilities, etc., which the tenant would find to be of use.¹

The following are examples of the rules and regulations distributed in an English housing estate and in an American low-rental housing development; while the titles differ, there is a notable similarity in the context.

¹ See Part IV for practices of nine housing projects.

CONDITIONS OF TENANCY—AN ENGLISH ESTATE

- 1.—Houses are only let for the occupation of persons mentioned on application form.
- 2.—No lodger may be taken without written consent of landlord.
- 3.—Houses may not be sub-let, furnished or otherwise.
- 4.—No fixtures may be removed from house.
- 5.—No sheds or outhouses may be erected.
- 6.—Wireless must not be attached to chimney stacks or pipes.
- 7.—No rabbits or pigeons may be kept, nor any animal likely to annoy tenants.
- 8.—Tenants are not allowed to do any outside painting to their houses.
- 9.—Tenants have to keep windows in repair and chimneys swept.
- 10.—Rates are payable as settled by local authorities.

N.B.—This house does not come under the Rents Restrictions Act.

I agree to the above Conditions of Tenancy.

Signature

Date

RULES AND REGULATIONS—AN AMERICAN PROJECT

The rules and regulations herein set forth, being part of the within lease, have been prescribed in a sincere effort to promote the security of the individual family and of the community as a whole. Your hearty cooperation will be to mutual advantage.

1. The landscape and garden work has been planned in harmony with a definite and permanent program, both as to development and maintenance. Tenants shall not disturb or interfere with any work of this kind that has been done or is to be done by the Lessor.

The individual lawn space incidental to the within described premises shall be properly cared for, in season, by the Tenant, at his own expense. Any additional planting may be done by the Tenant, if agreed to by the Lessor.

All walks providing immediate ingress and egress to and from these leased premises must be kept clean by the tenant at his own expense.

2. Tenant will be furnished three house keys, for which a deposit of One (\$1.00) Dollar will be required on the signing of this lease, to be refunded to the tenant upon return of these same keys at the expiration of this lease. Extra keys will be made at a charge of 25c each.

3. Nothing shall be thrown out of the windows or placed on the outside of any window sill of any window in said building, nor shall the balconies or outside vestibuled entrances be used for the storage of furniture or other articles.

4. Dogs or other pets may be kept only by special arrangement with the Lessor.

5. Tenants shall remove clothes posts, when not in use, from the yard to a proper place within the building.

6. Awnings shall be put up only if Lessor agrees; they shall be of a type, pattern and color approved by the Lessor and shall be furnished and properly installed by the tenant at his own expense.

7. The Lessee shall use only such window shades as are furnished by or approved by the Lessor.

ENFORCEMENT OF RULES

When the tenant has been informed of the regulations, it is incumbent upon the management to enforce these rigidly, if the proper standards are to be maintained. It is obviously necessary for the manager to know in advance the policies to be pursued in the enforcement of rules and to define these carefully to his staff before the members have actual contact with the tenants.

One dogmatic ruling should be immediately established by the manager and should be thoroughly understood by each member of the staff: every tenant is entitled to identical treatment by the management, regardless of personal preferences by staff members. This means that absolutely no partiality must ever enter into the tenant-management relationship. Nothing could be more detrimental to the prestige of the management than a rumor among the residents that *some* of the tenants receive better treatment or greater consideration than others.

Before discussing various methods of enforcing rules, another important point involving the attitude of the management must be stressed. Occasionally, the manager himself or an authorized member of the staff will assume, wrongly, that a certain tenant has committed a violation. When such an error is discovered, the manager or staff member must be ready and willing to admit his mistake graciously. It is unwise to assume an attitude of infallibility. In the long run tenants will have greater respect for a management which readily acknowledges its mistakes.

The matter of responsibility in the actual enforcement of rules may not appear of special consequence to those unfamiliar with management problems, but experience has shown that innumerable complications and almost insurmountable difficulties may result from an improper handling of irritating situations. Only those staff members who hold superior positions should be permitted to call violations to the attention of tenants. The manager, assistant manager, and social director, as a rule, are regarded with respect by tenants, but the janitors, porters, or other maintenance men have no standing in the tenants' eyes and must therefore be instructed to avoid discussion of any grievances. Sometimes a contest of wills develops in which a

tenant who has thrown a piece of paper into the court, for example, resents the suggestion of the janitor that he pick it up. Such simple situations have not infrequently developed into harsh and violent quarrels between employees and tenants.

To avoid these conflicts, all employees should be instructed to report uncooperative tenants to the manager who, in turn, should handle the difficulty in as diplomatic a fashion as possible. Tenants, similarly, must be made to realize, from the earliest possible moment of their residence on the premises, that all complaints should be made directly to the office, and that no employee is to be held responsible for the relaying of messages. The manager must also be careful not to give a tenant the opportunity to challenge his authority; for example, the manager's approach should never be such as to invite a possible retort of this kind: "Who are you to tell me what to do?" The manager's manner toward the tenant should always be conciliatory, never challenging.

Most violations are concerned with such every-day occurrences as placing bedding on window sills, obstructing fire-escapes, placing garbage on dumbwaiters carelessly, etc. Occasionally a serious misdemeanor is committed which runs counter to the laws of the community; in such instances drastic steps may have to be taken. But even with regard to minor infringements, the management must be consistently strict, and the policy regarding enforcement of rules must not waver. In one or two Eastern housing developments, the watchman or patrolman calls the housewife through the window when he notices bedding on the sill or a similar violation. This method of discipline is ineffective because the housewife's sense of responsibility is lessened each time the watchman calls her to task; before long she tends to repeat the practice quite casually, aware that at a certain time she will be reprimanded, but nothing more. Minor violations and major ones must be treated in like manner: formally at first and then personally by the manager, if necessary.

Several methods for enforcing rules have been employed by experienced managers and are recommended as being reasonably productive of desired results. Usually, a breach is first called

to the tenant's attention by means of a formal note, either typewritten, mimeographed, or printed. If this fails of its purpose, an individually typewritten letter, personally signed by the manager, is sent directly to the tenant, sometimes going through the regular mail service. Such communications, of course, point out in a tone which is firm but not antagonistic the nature of the violation and request the tenant's cooperation. If this step is of no avail, the tenant is then asked to visit the office, or an authorized staff member is sent to the apartment. The selection of one of these two types of procedure depends on the size of the development and the relationship which exists between the management and tenantry—that is to say, whether it is formal or informal. Generally, an interview of this kind serves to clarify the difficulties, and not infrequently a valid reason is discovered which accounts for the violation. Or, if the tenant is resentful, a tactful discussion of the real reasons for rules and regulations in terms of benefits to the particular tenant may serve to change his attitude. It may be said in general that, if the tenant can be made to understand that the motive behind the issuance of certain rules is to assure greater comfort for the tenant, as well as to maintain the property in good condition, a reasonably cooperative response may be expected.

It has been the practice of some managers to call a meeting of tenants when numerous violations are committed. Such a gathering gives the manager an opportunity to clarify the requirements and simultaneously permits the tenants to air grievances and ask questions. Sometimes tenants who are inclined to regard the rules lightly are impressed with the seriousness of the meeting and they respond to the appeal made in terms of the common good. The intelligent attitude of the more progressive members of the group will generally draw the others into line. If the housing project is too large for a single meeting of this type, tenants from one stairway or building can be summoned on a particular evening, and a series of such gatherings can be subsequently arranged. Meetings of this type should be necessary only when an unusual situation arises and should not be called too frequently as they tend to diminish in value. An

exception exists in housing projects which are cooperatively owned and managed. In these, tenant meetings at regular intervals are not only valuable but indispensable to give the tenant-cooperators an opportunity to express their opinions as to policy and procedure. Where tenants have no voice in management policy, the distribution of a set of rules and regulations, in attractive form, should suffice to obtain the desired cooperation.

Complaints of one tenant against another constitute a type of problem requiring careful handling. Certain tenants are chronic complainants and are themselves almost as much a nuisance as the objects of their displeasure. One manager has employed a practical and effective method of procedure to discourage such individuals: he requests them to write out the complaint and mail it to his office. If the objection is of a minor nature, this request generally serves to discourage the tenant from pressing his charge. If, on the other hand, he takes the trouble to write such a letter, and if upon investigation the complaint proves justified and is serious, the letter assists the management in the event of eviction. Before proceeding to this extreme, however, the management should inquire into the situation by letter or by personal visit. Sometimes discussion and explanation help clear up the difficulties, and all parties are satisfied. On the other hand, if the guilty tenant is uncooperative, the management may then feel justified in taking whatever steps the law provides to remove him from the premises.

In public housing projects, managers will, of course, be expected to exhaust every means of settling all difficulties before resorting to the extreme step of eviction. Much diplomacy, tact, and resourcefulness will be required in handling unusual cases because, unlike private ventures where the landlord must account to no one but himself for his actions, such situations in public housing projects will doubtless be closely scrutinized because of the community's interest. A public housing manager must therefore be prepared to deal with tenants in a considerate manner, yet without undue leniency, and efforts should be made to avoid focusing the critical attention of the public at large upon local conflicts.

DISCIPLINE OF CHILDREN

The importance of creating a constructive attitude in young people, from the earliest stage of their contact with the new environment, cannot be over-emphasized.¹ At no time should they be given an opportunity to engage in activities harmful to the property or to the reputation of the development. Difficult as this may seem, it can be controlled to a large extent by an alert management staff, depending, of course, upon their understanding of the factors involved. While it is true that many children do not engage in destructive activities, a small group of difficult children can cause a great deal of damage. When the young people of a housing project learn to respect the premises and to take pride in their home, the management will be well repaid for the time and effort expended in creating such an attitude.

The authors do not contend that this ideal situation is easily accomplished. If the development is small and the manager has an understanding of simple psychological principles, he can maintain a personal interest in the children and foster an harmonious relationship with them. In larger developments, where, possibly, the number of children runs into the hundreds, the manager alone obviously cannot assume this responsibility. If, however, he sets a policy of friendliness which staff members are expected to maintain, and if the rules are clearly set forth to all incoming young people, it is probable that the majority will respond accordingly. The few difficult cases can then be handled individually by the manager or by a qualified assistant.

Let it not be imagined that too much emphasis is placed on this matter, or that the disciplining of children is the exclusive concern of parents. One manager, whose experience with families of low income is of especial interest to future low-rent housing managers, learned very early that few parents of this class are equipped to discipline their children properly. It was therefore necessary, if the property were to be kept in good condition, that he undertake some portion of this responsibility. Aside from the benefits in character development which the

¹ Discussed at greater length in Chapter IX on "Recreation for Children and Adults."

children doubtless receive, the appearance of this project is adequate testimony to the success of his effort.

Some of the principles underlying this technique may be of interest. First, the management must avoid an attitude of constant criticism. Friendliness and helpfulness should be the predominating attitudes in daily contacts, and children should not be made to feel that they are going to be scolded each time a staff member approaches. When a rule has been broken, it should be called to the child's attention at an appropriate moment, when it is likely to have the greatest effect. The manager previously referred to frequently disciplines the children of his project by requiring them to report to his office and write out the nature of the infraction and why it is considered harmful. This method has been effective, and while it may not prevent a child from breaking a rule again (which would be expecting too much from any form of discipline), it does tend to develop within the child an awareness of personal responsibility. This, after all, is the true purpose of discipline and might more accurately be called self-discipline. Modern educators have abandoned those disciplinary measures which come from above—that is to say, the practice of commanding a child to do or to refrain from doing a particular thing. It is now generally recognized that such discipline does not affect the consciousness of the child, that he obeys only in fear and breaks the command when not observed.

Sometimes, when a youngster plays with his ball or other toys in a manner forbidden by the management, it is effective to deprive him of the object for a short period of time. It is not enough, however, merely to direct the child to do or not to do certain things; the management must take time to explain *why* he must not mark the walls with chalk, bounce balls against outer walls, throw fruit skins on the sidewalks, walk on grass, climb trees, or play on the roof without supervision. On the whole, experience shows that the average child will help keep the premises in good condition if his sense of fair play is aroused and if he understands the reasons behind the rules.

A similar policy of frank explanation should be applied toward adults; the majority will cooperate if requests are made to

appear perfectly reasonable. A manager can expect the best results when the tenants themselves begin to feel a personal interest and responsibility—that is, when they take the kind of pride in the housing project as a whole that they feel toward their own private apartments.

One final point in connection with enforcement of rules deserves mention here. Past observation proves conclusively that the posted printed notice containing such statements as “don’t deface walls” or “don’t throw debris here” are totally useless; where such notices are placed, the walls are generally defaced and the streets littered with rubbish. Obviously, then, this method of seeking public cooperation fails of its purpose. A request, in order to be effective, must strike a responsive chord in the individual toward whom it is directed. It would be well for managers to bear this in mind and to aim for the development of responsibility in the individual tenant.

CHAPTER IV

Management Organization and Personnel Problems

In considering the numerous aspects of the housing manager's job, we are inclined to regard the cultivation of a proper relationship between management and tenantry as the one essential human phase of the work. No one familiar with the responsibilities of management would question the importance of establishing friendly associations with the tenants; no less important, however, from an economic as well as social standpoint, is the development of an harmonious relationship between the manager and his staff of workers. Success or failure in the handling of the men and women who compose the office and operating force will determine a high or low labor turnover; it is axiomatic that high labor turnover goes hand in hand with high operating costs. High turnover generally indicates, furthermore, an unhealthy business organization due, at least in part, to an underlying lack of harmony between the executive and his staff.

THE BOARD OF DIRECTORS

Before giving further consideration to the vital question of how to treat a staff of workers, reference should be made to another important relationship, that of a manager to the board of directors or to an equivalent group of individuals which decides the basic policies of an organization. At the present time, it is not definitely known how government projects will be managed, whether by federal or non-federal agencies, by public, semi-public or private corporations.¹ The exact management organization of public projects, and the extent of control over the activities of the manager and staff, remain, therefore, in the realm of conjecture. Assuming, however, that the functions of

¹ This chapter was prepared in July, 1935, and has not been rewritten to accord with subsequent developments in federal policy on housing management.

the governing board will be analagous to those of the board of directors of private developments, we may proceed to consider some of the underlying principles in the relation of the manager to the board which have proven desirable on the basis of past experience.

Before the housing development is turned over to the manager for supervision, the degree of responsibility to be accorded him must be determined. As an executive responsible for the efficient operation of the building, he should be given the full confidence of the board members and should be permitted broad leeway in the exercise of judgment, particularly in matters not involving basic policy. Needless to say, the manager must be capable of cooperating and consulting with the board in the initiation and development of new and desirable policies; after these have been established and agreed upon, the manager must have freedom to fulfill his duties according to his best lights. Special circumstances are bound to arise which will require the immediate exercise of individual judgment. If the board attempts to maintain too close a supervisory control over the manager, or if it is necessary for the manager to refer to the decision of a "super-manager" not continually on the premises (and therefore out of contact with the project and its problems), the entire management structure will be weakened. Unless full responsibility for the efficient operation of a development is concentrated in the hands of the manager, within reasonable limits, the operating organization, as a whole, will be loosely knit and fraught with all the weaknesses inherent in this kind of structure.

However, the conclusion must not be drawn that, because it is recommended that a manager be given considerable independence in carrying out his responsibilities, the board is thereby reduced to a mere figure-head. The functions of the board, in addition to the important one of establishing basic policies, include taking an active interest in the development and being available for advice when the manager seeks it. By its very existence it can also serve as a buffer should the manager find himself in a difficult or embarrassing position in his relation with outside agencies. It is a great help for an executive under

trying circumstances to be able to call upon a committee for aid. Naturally, a group of persons cannot be reached with the same ease as an individual, nor can a decision be arrived at with the same facility. In public housing projects, in particular, where political pressure of one kind or another may be exerted upon a manager, it will be advantageous for him to be able "to refer the matter to the board" for final decision. However, this practice must be neither overdone nor applied indiscriminately, or the manager may find that he has weakened his own position of authority.

If the manager does not command the full confidence of the governing board, he is not the proper person for the job, and another executive should be substituted. Conversely, if the manager finds himself in such disagreement with the policies of the development that he cannot be loyal without moral compromise, he should resign.

Among the most important basic policies relating to personnel which the board should decide and which assist the manager in averting unnecessary complications are: wage and salary scales; hours of work; overtime rates; promotions, in rates of wages and to better jobs; holidays and recesses; tardiness; vacations; sick leave and leave of absence; employee insurance, etc.¹

It would be wise, before the inception of the project, for the manager or some member of the board to obtain information as to current wage and salary scales in the community and in the country as a whole. Adequate salaries should be paid in recognition of the truism that "adequate salaries keep workers contented." Many executives in other fields insist on having authority to adjust the wage scale in order to secure and keep adequate help. Concerning hours of work, it is important to realize that there is a direct relationship—of which most employees are fully cognizant—between the hours of work and the weekly wage. A shorter working day is equivalent to a higher wage, and workers are quick to change positions if shorter hours and the same wage can be obtained elsewhere.

¹ This list was suggested by Chapter XVI of "Social Work Administration," by Elwood Street, Harper and Brothers, 1931.

To reduce turnover, these facts must be ascertained in advance and policies must be set to eliminate to as great an extent as possible the high cost of frequent changes in personnel.

Some agencies compensate all workers for extra hours of labor, believing that when overtime is necessary it is an indication that the work is either badly planned or the organization is undermanned. Sometimes, however, it is an indication of an inefficient employee rather than of poor planning. Whatever the cause, the matter bears investigation and adjustment whenever possible. In any case, full consideration should be given the worker. Long hours and overtime are now known to have a decided influence on efficiency, morale, sickness, and labor turnover; no management organization should establish its policies without becoming acquainted with the numerous tests made in this field by industrial psychologists, and with the conclusions reached.

There rests with the government a certain responsibility for establishing fair standards; federal projects, therefore, should not accept without modification the long working hours which are frequently adhered to in some private projects. Personnel policies, including promotions, holidays, and the several others mentioned above, probably will be similar to those established for other governmental agencies, particularly if the personnel is eventually drawn from civil service examination lists. If, on the other hand, some non-federal, public, semi-public, or private agency operates government projects, a totally different system of establishing personnel policies will undoubtedly be instituted. In any case, allowances should be made so that the manager, faced with unusual circumstances, is not bound by numerous or stringent regulations which hamper him in the exercise of his judgment in these matters.

STAFF PARTICIPATION IN MANAGEMENT

Staff participation in the management of an organization has been variously regarded by executives of different types of business and social agencies. Mr. Elwood Street in his volume previously referred to has this to say about the practice:

... a wise executive will discuss all policies with his staff before he presents them to the board, and will secure the staff's agreement in general as to what those policies should be. He will thus be benefitted by the thought and experience of his staff, and will have its interested and active cooperation in those policies if they are adopted. . . .¹

In social agencies where staff members are composed of men and women with more or less comparable educational backgrounds, the advisability of staff meetings is hardly to be questioned. In a housing development, on the other hand, where the staff is composed of workers with widely differentiated backgrounds, some without formal schooling of any kind, others with grammar school education only, and still others, perhaps, with college degrees, some doubt may be expressed as to the practicability of the general staff meeting. To what extent the staff can be of assistance in formulating policies is also questionable. In one of the housing developments described in this volume, the manager makes a practice of meeting separately with the operating staff and with the clerical group, believing that the problems of each differ so widely that a joint meeting is unwarranted. However, there is something to be said in favor of the general staff meeting for the ideas of the most humble workman concerning a small detail in building upkeep may not only produce economies in operating costs, but may serve to inspire other suggestions from less outspoken staff members. Since the entire organization must work in close harmony, each member should understand the functions of the development as a whole in order to produce a completely integrated organization. It would therefore seem practical to hold periodic staff meetings for the discussion of project management problems. This, it is believed, would tend to eliminate working class differences which are likely to develop into undesirable jealousies and antagonisms on the premises.

¹ "Social Work Administration," Chapter IV, p. 38.

QUALIFICATIONS OF THE MANAGER

In Chapter I it was pointed out that the manager of a public housing project, in order to fulfill his position satisfactorily, must combine the shrewd qualities of the business man with the social outlook of the humanitarian—admittedly a rare combination.

The assumption has been made frequently that the first qualifications are more often possessed by men and the second by women; therefore, it has been suggested that a possible solution of the difficulty in finding a single individual possessed of both will be to appoint to the larger developments a male manager and a female assistant manager, whose functions will be determined in accordance with their major qualifications. Another possible solution is to train the members of both groups so that at the end of a given period, they will tend to equal each other in the possession of the two contrasting but necessary characteristics. It is questionable whether or not a man or woman can be instilled with a social point of view by a training course of any kind. It would probably be far simpler to select socially minded individuals and train them in the necessary business procedures.

In addition, certain personality traits are fundamental in executives and must be recognized prior to the appointment of men or women to management jobs. The major requirement to which all else is subsidiary is that the individual must be, by "nature," an executive. This implies a variety of attributes without which a manager would be unable to obtain the necessary cooperation of his staff.

Erwin Haskell Schell, in his invaluable book,¹ states:

Among the traits of which the executive requires an unusual allotment, we may first mention an innate interest in, and affection for, people. Executives, in the last analysis, are moulders of human stuff.

Certain native characteristics serve an executive as effective tools in securing the cooperation of a staff and in maintaining

¹ "The Technique of Executive Control," McGraw-Hill, 1934, p. 9.

an efficient organization. These are: enthusiasm, cheerfulness, unselfishness, calmness, consistency, responsiveness, simplicity, frankness, impressiveness (mental rather than physical), firmness, tact, tolerance and patience, dignity and courtesy.¹ (The authors are tempted to add that a person possessed of these traits could qualify for sainthood as well as for an executive job!)

A few qualities, such as intelligence, leadership, and breadth of vision are fundamental to potential housing managers, who, through persistent effort and practice, can acquire other desirable executive traits.

THE SELECTION OF A STAFF

The selection of qualified employees for specific jobs is a highly important phase of an executive's duty, but the subject can be touched upon but briefly at this point.²

Many social agencies and business organizations delegate to the manager (or the chief executive) the responsibility of selecting the staff to work under him. This is a most desirable policy, for a manager will of necessity have daily contact with his staff, and it is essential that there exist no fundamental personality conflicts. The personal interview, which generally precedes the hiring of a worker, makes it possible for an executive to know immediately whether or not an harmonious relationship can be developed between himself and the applicant.

If staff members of public housing projects are to be appointed by federal or local agencies, or if the selection is ultimately made by civil service examination, the personal element in the organization of a staff, as described above, may tend to be eliminated. It is extremely important that some provision be made for a personal estimate of applicants by the manager. It is common knowledge that certain personalities cannot work together harmo-

¹ See Chapter II of the "The Technique of Executive Control" for a complete and enlightening discussion of these qualities, how much and how little of each is desirable.

² Numerous books have been written on methods of selecting qualified workers. See the bibliography on Management and Personnel Problems for a short list of references.

niously—for reasons which may be difficult to discover or explain, but which exist nevertheless—and it would be contrary to accepted principles in business psychology (not to mention sheer common sense), to place a manager in charge of a staff with which he is entirely unacquainted. All personal and organizational difficulties of a serious nature are automatically brought before the manager, and it is important that he be acquainted with all his workers, in advance, in order to be able to reach satisfactory solutions.

A few points concerning the qualifications of workers may be of interest, even if managers have no part in staff selection. For positions requiring initiative and judgment, the first consideration in determining desirability would be training and education. Some attention also should be given to the reputation of the school and the prior scholastic standing of the applicant. Experience, of course, shares equal importance with education. The kind of organization with which the applicant has previously worked, his competence, his reputation on the job, and the report of his employer—all should be taken into consideration. It is important, also, that those who are responsible for the selection or appointment of employees be prepared "to make exception for the unusual person in whom personality and native talent compensate for gaps in education and experience."¹

Generally speaking, it can readily be recommended that the person who has read most widely and travelled most extensively, thought most deeply and lived under the most diverse conditions, is likely to be the most useful in any job requiring initiative and thought. Other outstanding characteristics found to be most desirable in any business environment are strength of character, friendliness, tact, neatness, and a pleasant personality.

Much of the above does not readily apply in the selection of certain types of workers for a housing development, particularly members of the operating staff. Those persons who are to serve as superintendents, porters, janitors, or cleaning women can hardly be expected to fulfill educational and cultural requirements desirable in other staff members, but their selection, likewise, must be based on length of experience and desirable

¹ "Social Work Administration," Chapter XV, p. 223.

personality characteristics. The most unpretentious workman can disrupt the morale of an organization if he is unfriendly, tactless, slovenly, or misanthropic. Cordial cooperation between all members of the staff is absolutely essential for the efficient operation of the project. Managers of several housing developments state that they prefer to have the superintendent select the members of the operating staff. The theory behind this is considered thoroughly sound—the superintendent is more frequently in contact with these employees and they are responsible to him for their work; it is necessary, therefore, that he know his men well in order to have their cooperation.

One important qualification for any staff job, and especially for a member of the operating staff, is the possession of perfect eyesight and a keen sense of smell and hearing. Proper tests to determine the adequacy of these senses should be given prior to the selection of employees. Other abnormal traits to be guarded against by careful medical examination are epilepsy, cardiac trouble, various limb handicaps, and other conditions which might lead to situations endangering the lives of the tenants.

Another practical problem eventually to be faced in the selection of employees for public housing projects has to do with their nationality, race, or color. In this connection the following questions have been posed: If a public housing development is to accommodate Negro families, is it desirable to organize a staff composed entirely of members of that race? or should some members be white and some Negro? Would an entire white staff in a Negro development be likely to arouse resentment? Recent events in Harlem, a colored section of New York City, with regard to the employment of white persons in stores catering primarily to Negroes, would indicate that this question is not to be treated lightly.

Following this line of thought a little further, one is forced to ponder the question whether a project housing families predominantly of one nationality, for example, Jewish, Irish, or Italian, should be staffed by members of the same nationality. While an understanding of the customs, background, and habits of the constituent families by manager and staff would help to solve more rapidly some of the problems which arise, there is

also the possibility that this very condition would encourage the tenants to unwonted familiarity.

In former years, certain areas of large cities were populated by homogeneous foreign groups, and the implications of this question would have seemed more valid, perhaps, than at present. Today, with the influence of American schooling and the tendency of the younger generation to intermarry, dominant racial characteristics are no longer so evident, nor the attendant problems so cogent.

It is desirable, nevertheless, that this entire matter be given consideration and that possible difficulties be anticipated.

Another aspect of this question relates to the desirability of appointing an individual from the southern part of the United States, for example, to manage a project on the lower east side of New York City, etc. To what extent will background or nationality influence the appointment of managers, when other qualifications are acceptable?

When the staff has been appointed, the manager is then faced with the necessity of training the new personnel and of defining jobs.¹

JOB SPECIFICATION

The staff of public housing projects will, in all likelihood, be divided into functional groups similar to those of already existing "model" and limited dividend housing developments, namely, (1) an operating force, (2) a clerical staff, and (3) a staff for community activities. While the manager must, of necessity, be responsible for the continuous functioning of the entire organization, certain individuals under his supervision can and should be delegated with definite responsibilities. It is a common practice of managers to hold the superintendent to account for the daily routine of the porters, janitors, painters, etc., while the superintendent in turn reports to the manager, periodically. Similarly, an office manager should be held ac-

¹ One of the first requirements is that the manager have a simple but pleasant office, efficiently equipped, to which employees may come for discussion of problems and for consultation. See Chapter II for further discussion of the office and its effect on tenants and renting.

countable for all daily office routine under the general supervision of the manager, and the director of community activities should be expected to maintain an active recreational program, with the manager's implicit approval. In other words, managerial duties must be distributed among various assistants. This will serve to lighten the burden of the manager and to free his mind for the consideration of other problems and the initiation of plans which will benefit the development as a whole.¹

Every job should be clearly defined so that each staff member knows the exact nature of his work, in general, and in some instances, for the week and for the day. However, schedules of work should not be made so rigid or so full as to exclude the possibility of including additional odd jobs which are bound to arise within every organization;² nor should the workman be permitted to regard his job as so clearly defined that he would resent a request for special assistance.

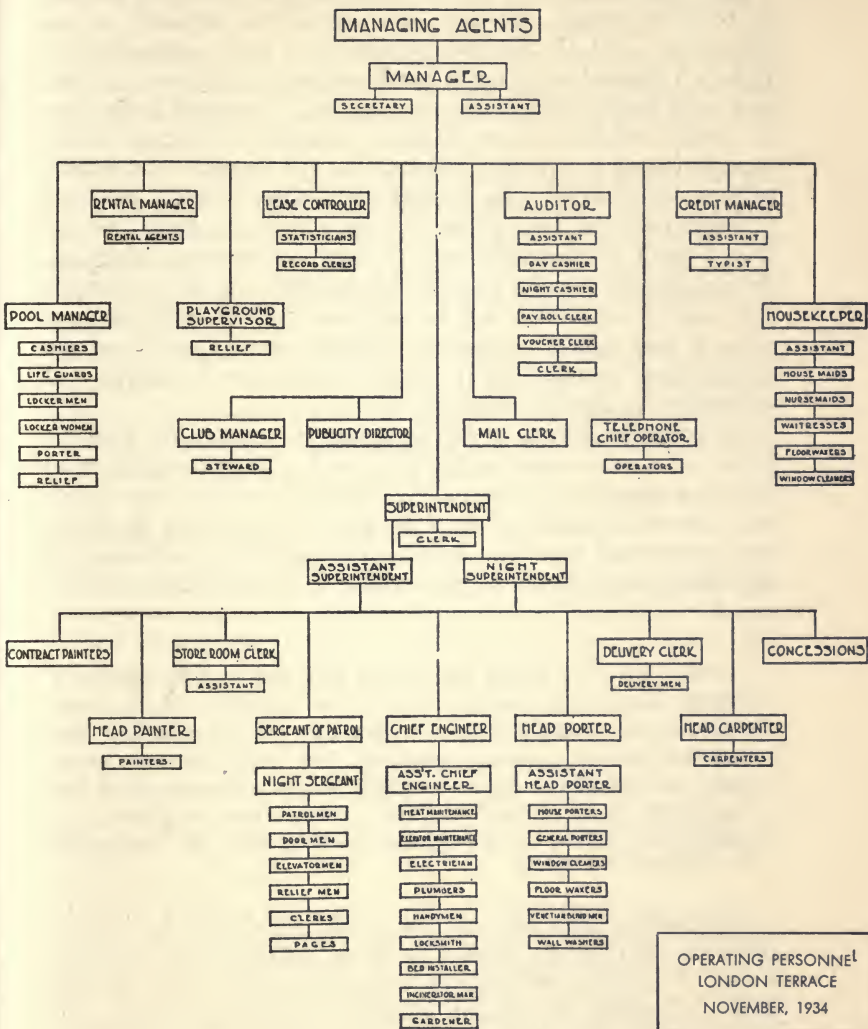
Effective management technique implies that each staff member understands thoroughly the extent of his duties and the degree of his personal responsibility. There must be clearly defined lines of authority with which all members of the staff are acquainted.

TRAINING OF PERSONNEL

The problem of breaking in new members of the staff can be solved easily with a little forethought and planning. In large organizations, where there are a variety of functions and many rules to be learned, it has been found helpful to have a "manual of instructions" containing such data as the following: hours of work; rules concerning absences, overtime, holidays, vacations, etc.; general organization policies; rules of office procedure; instructions for specific jobs; general information and instructions. Under general information, the employee's privileges should be clearly described as well as his duties. If there is a rest room for women where they may smoke and relax, if there is

¹ The chart on the next page is an interesting illustration of staff functions in a large private development. Courtesy of London Terrace, New York City.

² See Chapter VI for discussion of time and work schedules.



a special smoking room for men employees, if they are entitled to periodic recesses, etc.—all these should be outlined in the manual as well as the lists of directions and responsibilities. If such a manual is set up in loose-leaf form, information necessary for a special worker can be included, or omitted in the case of another where it is not essential. Another advantage of the loose-leaf book is that new information can be added from time to time, thus keeping the manual up to date. When a manager is faced with the task of instructing a new employee, he can save himself considerable time, as well as tiresome repetition, by making this booklet immediately available to the new member, and by requesting that he acquaint himself with the contents. It may also be necessary to describe certain details of the development verbally, but the manual will make for clarity and uniformity in general instructions.

An executive duty of great importance in connection with the arrival of a new worker is the introduction of that employee to the other members of the staff. Unimportant as this may appear in a superficial consideration of the matter, it has been shown by long experience that this detail has a significant influence on the subsequent attitude of the employee. Erwin Haskell Schell says:¹

There is a very simple rule which will help you in forming a suitable method of introduction. It is to introduce the new employee as you would introduce a guest into your own family. This does not call for unctuous geniality, but it involves an atmosphere of hospitality and a thoughtfulness in eliminating the unfamiliarity of the newcomer. Never treat a new employee as a suspicious character who requires watching until he has proved his honesty and worth.

The training of a new worker in his job should be handled either by the manager himself or by an assistant with educative ability. A definite technique is desirable in order that as little time as possible be wasted. Successful training implies two things: first, effective instruction; second, a thorough under-

¹ "The Technique of Executive Control," page 87.

standing of the requirements of the job by the employee. A manager must not expect expertness on the part of a new employee unless he feels assured that the worker has been properly and efficiently instructed. He must also allow sufficient time for the worker to absorb the correct method of performing the job.

When a manager has succeeded in training his staff to fulfill their respective duties, his real responsibility has only begun. Just as it has been said: "It is not enough to *get* a tenant; one must be able to keep him," it may also be said: "It is not enough to train an employee; it is necessary to keep him working happily and efficiently."

The manager who succeeds in keeping the same staff over a long period of years may be truly regarded as an invaluable asset to his organization. So delicate is the thread which ties a workman loyally to his employer that the frequency of industrial strife is hardly to be wondered at.

TECHNIQUE IN HANDLING PERSONNEL

Proper technique in the handling of employees is of such paramount importance that no discussion of personnel problems would be complete without reference to it. An extensive body of literature exists on this subject, to which all prospective managers are referred for further information.¹ Just as the manager's approach to the tenant must be based on an understanding of certain psychological principles, so the manager's treatment of his staff must comprehend their probable reactions. For a workman to obtain the best results from his tools—in this case the manager's tools are human beings—he must know their value and maximum uses.

Let us examine for a moment just one phase of the manager's routine, the giving of instructions or orders to different members of his staff. What is to be his manner, his attitude, his tone of voice in the giving of such orders? And should he concern himself with the effect of his manner on the execution of these duties? Elwood Street says: "Orders should never be arbitrary—

¹ Representative bibliography appears in the back of this volume.

never 'do this' but rather, 'please do this' or 'I wonder what you would think of doing this in this way.'"¹

This question has also received the profound consideration of personnel experts in large-scale industries. It is highly instructive to examine the conclusions reached by these men and women from studies made as a result of first hand contact with these problems, over a long period of years. M. P. Follett, in an enlightening paper entitled, "The Giving of Orders,"² has the following to say about the subject:

To some men the giving of orders seems a very simple affair; they expect to issue their orders and have them obeyed without question. Yet, on the other hand, the shrewd common sense of many a business executive has shown him that the issuing of orders is surrounded by many difficulties; that to demand an unquestioning obedience . . . is bad business policy. . . .

In a further discussion of the psychological foundations of business administration, the same writer states:

Probably more industrial trouble has been caused by the manner in which orders are given than in any other way. . . . What happens to a man, *in* a man, when an order is given in a disagreeable manner by foreman, head of department, his immediate superior in store, bank, or factory? The man addressed feels that his self-respect is attacked, that one of his most inner sanctuaries is invaded. He loses his temper or becomes sullen or is on the defensive; he begins thinking of his "rights"—a fatal attitude for any of us.

A possible solution of the problem of how to give orders, says M. P. Follett, may be found in the "de-personalizing" of orders, that is to say, in the approach which suggests that both the giver and the receiver are taking orders from a given situation. In the language of scientific management, the impor-

¹ "Social Work Administration," Chapter VII, page 266.

² "Scientific Foundation of Business Administration," edited by Henry C. Metcalf, The Williams and Wilkins Company, 1926.

tant thing is to discover the "law of the situation" and to allow *it* to dictate the performance of the job.

Some of this discussion may seem exaggerated to those charged with the management of housing projects because, in small organizations where there are fewer than 100 employees, for example, personnel difficulties may not assume the enormous proportions of the large-scale industry. However, the difference is one of degree, not of kind, and the fundamental manager-employee relationship, with its dangers in terms of disharmony and labor turnover, is present, nevertheless. It is important, therefore, to consider the subject in its more exaggerated aspects, in order that the principles underlying the successful handling of personnel may be the common knowledge of all who are to manage public housing projects, and in order that they may be prepared for any one of the great variety of problems likely to arise.

An apartment house superintendent with long experience in the handling of an operating staff, which, generally speaking, presents more employee problems than the office personnel, makes this pertinent comment:

No matter how efficient a Building Superintendent may be personally, if he lacks the ability to select the proper help and make them work for and with him, he will soon be looking for a job himself. He must understand human nature and not take advantage of a fellow when he is down and out. Speak kindly but firmly. Make your men happy by showing your appreciation of good work and if you make an absolute study of your help and handle them accordingly, you will have porters take more pride in the cleanliness of the building than the owner himself. Your firemen then will make it a sport to show economy in fuel consumption.¹

Aside from the various difficulties concerning wages, hours of work, and employee privileges, which are the usual causes of dissatisfaction, there exist a myriad of delicate psychological relationships between management and worker which can make

¹ "I Took a Job as a Building Superintendent," by Carlo H. Isenbecker, New York Building Supervisor, August, 1934.

or break the morale of a staff. No manager can hope to be successful without some knowledge of executive technique, which includes an appreciation of such matters as the following: when and how to praise and criticize the performance of work; when and how to discharge or dismiss an employee; how to treat cases of resignation; what attitude to assume when subordinates become difficult; how to treat cases of immorality; methods of appealing to positive moods, such as loyalty, service, and unselfishness, rather than negative moods, etc.¹

A practical personnel problem requiring early consideration by housing managers has to do with the exaction of gratuities from tenants by staff members. Frequently this practice is induced by a subtle attitude on the part of the employee and the manner in which he performs small services. The management of a public development should take definite steps to establish a policy in this matter; workers will either be discouraged or encouraged in this undesirable practice, depending upon the severity or leniency of the management's attitude.

The following opinion, expressed by one who has had first hand experience with this difficulty, is of interest:

Based on my observation, I think there is a definite need for protecting the housing operation and the tenants against the levying of tribute by the staff for every little service, beginning sometimes with the selection of an apartment. What I have in mind applies not to the customary Christmas collection, but to the practice which I know prevails in some operations of the tenant being forced to tip for almost any type of service if he wants that service promptly and efficiently rendered.

It is to be hoped that managers of public housing projects will not be faced with many of these personnel problems, but in the interest of the development it is well to anticipate the possibilities and to be prepared as much for them as for such physical emergencies as fires.

If every manager fully understands the psychology of the

¹ For a detailed and enlightening discussion of this subject, the reader is referred to Chapters VII and VIII of "The Technique of Executive Control," by E. H. Schell.

worker and applies his knowledge intelligently, labor difficulties of a more serious nature should be averted. A manager of one of the developments described herein, sums up the entire question of personnel in these succinct phrases: "If you pay a living wage, treat them as equals, be just and keep your temper—you will get a good return. Of course, you must possess capacity to judge people, or you are in the wrong field."¹

ORGANIZATION FOR EMERGENCIES

The training of a staff should include very specific instructions for action in emergencies. To depend on the common sense of the worker or on the proper impulses under unexpected circumstances is to invite serious trouble.

Each member of the operating staff should know quite clearly the exact steps to be taken in emergencies involving water leakages, fire, explosions, and injuries to persons. The office staff, as well, should be so trained that any member could summon aid from the outside at a moment's notice. A system of gongs on the premises should be so located that all endangered tenants could be immediately notified, and an intramural telephone system, connecting with the headquarters of the manager, superintendent, porters, and other maintenance men, is desirable particularly for its value in time of emergencies. The office staff should know where and how to reach the manager at all times and should also have handy the telephone numbers of doctors, hospitals, private ambulance agencies, etc. for quick action when an unexpected incident occurs to endanger life and property.²

This kind of information would be especially valuable if included both in the manual of instructions issued to all new workers and in the booklet of information distributed to new tenants. It would also be circumspect to post directions for action in case of emergency on employees' bulletin boards

¹ In the project material in Part IV it will be noted that no reference is made to personnel problems, *per se*. While some of the managers admitted occasional difficulties, none considered them serious enough to discuss.

² Information on hospitals and doctors for emergency call is generally supplied by the accident insurance carrier.

(usually in the basements) and on one or more bulletin boards in hallways and gardens, so that outsiders who happened to be on the premises could be of assistance.

Serious consideration should be given to the proposal that fire drills for young people would be desirable in new large-scale developments. The danger of panic in the vicinity of the community rooms is just as real in a housing project as it is in schools where fire-drills have long been compulsory. Indeed, it is imperative that every precaution be taken and that EXITS be clearly marked in basements where large groups of children—or adults—are gathered for recreational purposes.

CHAPTER V

Legal, Accounting, and Statistical Practices

by

WILLIAM T. HARRISON

LEGAL PRACTICES

An extensive knowledge of legal procedure is not necessary for a housing manager. He should, of course, be familiar with the various provisions in the clauses of the lease issued by his project, and particularly with the rules and regulations relating to the conduct of tenants and care of their apartments, which usually are made a part of the lease. From practical experience it has been found that two of the rules and regulations most likely to be enforced are those relating to the keeping of animals, particularly dogs, on the premises, and to the number of roomers allowed in an apartment, since there is a tendency, particularly in low rental projects, toward overcrowding. Other provisions which should be included in the rules and regulations are those relating to use of apartments as places of business, to the time when musical instruments and radios may be played, to the hanging of aerial wires, to the attaching of objects to the exterior of the building and to the driving of nails into apartment walls and woodwork. However, most leases follow the standard form of those issued by the local real estate boards, which contain all the provisions mentioned above.

In large projects, it is usually desirable to have lease expiration dates staggered, for instance, March 31, April 30, August 31, and September 30, so that leases do not all expire at one time or at irregular times during the year. Such staggering will mean that re-renting, decorating, painting, and repairs necessary after a tenant moves do not occur in one peak-load, but may be sched-

uled over a period of months. It is also desirable that the expiration dates of leases be the same in certain stairways or units, regardless of the date on which a tenant moves in, which eliminates the keeping of elaborate lease-expiration cards.

The manager should also be well acquainted with the steps and laws in connection with eviction, which vary widely from state to state. For instance, in Illinois, if a tenant has not paid his rent or moved during the period of five days after a notice has been properly served, the case is referred to a lawyer who takes it to court. If judgment is entered for the lessor, the judge allows the tenant a certain number of days to move, usually ten days. If the tenant has not moved at the end of this period, a Writ of Restitution is secured, and the lessor, by paying a fixed sum per room in advance to a bailiff, may have the tenant's furniture moved.

It is also advisable to be acquainted with state garnishment laws, and salary exemptions allowed under them, since this may be used as a guide in determining whether to turn unpaid accounts over to lawyers or collection agencies, and whether to use garnishment proceedings as a means of enforcing collection. For instance, in Illinois, the head of a household is allowed an exemption of twenty dollars per week in garnishment proceedings while a single person is granted no exemption; it would be impractical to use garnishment proceedings against the head of a household whose only assets are his salary, and who earns ninety dollars per month or less.

COLLECTION PRACTICES

Collection and bookkeeping routines may be simplified to a large degree by having all rents come due on the first of the month. The rent of tenants moving in at other times can be pro-rated to this date. The best accounting procedure (for reasons discussed later under "Accounting Procedure—Internal Check") is that the billing be made in advance. This may be in duplicate or triplicate—that is, the tenant's stub and an accounting stub, and, if triplicate, the addition of a statement which is sent to the tenant shortly before the first of the month.

These forms should show the period for which the rent is due, the tenant's name and apartment, and the amount due. Partial payment receipts, to be issued when a tenant does not pay a full month's rent, should be issued in duplicate at the time the payment is made—the original to be given to the tenant, the duplicate retained for accounting purposes.

The usual practice is to send second statements or past due notices on the tenth of the month. If the rent remains unpaid, it is customary to send a personal letter or to have an interview with the tenant, at which time satisfactory arrangements are made—or, if not satisfactory, a five-day notice sent, and eviction steps taken (as described under "Legal Procedure").

A useful device in the follow-up of collections is a card having a space for each day of the month across its top. It also has a space for the tenant's name, address, and telephone number, and a number of ruled lines. The amount of rent unpaid by a tenant as of the date on which second statements are sent is entered on the card. A colored metal tag is attached to the top of the card, over the date on which the tenant promises to pay his rent. Different colored tags are used to indicate that the tenant has given no definite date, or that a five-day notice has been sent. These cards thus may be used to follow-up collections easily. The lines are used to indicate the date on which a communication is made, or the results of an interview. After the tenant has paid his rent, the tag is removed, and the card filed ready to be used the following month.

Amounts owed by tenants who have moved should be transferred from the current Rent Receivable Accounts and segregated, since their asset value is not as great as the current accounts. If they prove to be uncollectible, they should be charged to the Reserve for Bad Debts. Such vouchers writing off accounts should be authorized by the same officers signing corporation checks, since they are practically the equivalent of disbursements; this practice is a safe-guard against the manipulation of accounts and money.

Accounts owed by tenants who have moved are best handled by an efficient lawyer or by collecting agencies, since they require a great deal of tracing and follow-up, except in instances

where local city and other governmental officials, and in some cases corporation officials, are willing to co-operate in the collection of accounts, such as in the cases of postal employees, school teachers, and other city and county employees.

In connection with collections, it should be borne in mind that a careful investigation of applicants before they move into a project will have a decided influence on collections. The ratio of rent to be paid to family income should be carefully considered and verified, as well as type and length of employment, how promptly rent has been paid to previous landlords, and how accounts with other creditors have been handled.

ACCOUNTING PRACTICES

This is not intended to be an exhaustive discussion of detailed accounting practices to be followed in a housing project, but only a rather brief review of the theoretical concepts which should be adhered to in setting up the accounting records. Details will vary according to management policies and the type of information which it is found desirable to obtain from the accounting records to assist in carrying out, controlling, and reviewing these policies. Standard accounting texts and books can be referred to for information concerning these details.

In setting up an accounting system, three distinct though related viewpoints should be kept in mind:

1. The manager's. The accounts should reflect information useful in managerial decisions—for example, the amounts and types of Accounts Receivable, the amounts invested in various types of assets, and the cost of furnishing heat to the tenants.

2. The bookkeeper's. The accounts should be set up so that the bookkeeper may work most efficiently and effectively.

3. The auditor's. At the end of an accounting period, the accounts should be such that an outside auditor may satisfactorily review and prove the transactions which have taken place during the period.

The classification or types of accounts kept, which are to reflect information for the use of the manager in determining,

carrying out, controlling, and reviewing policies, as well as comparing results with previous periods, and maintaining a control over assets and liabilities, should follow in its grouping the orthodox, accounting order of: 1. Assets. 2. Liabilities. 3. Net Worth. 4. Income. 5. Expense.

These main groupings will be classified further on the principle that there should be an account for each item which is important, on which information is needed, or over which control is to be exercised.

For instance, Assets, should be divided into Current, Fixed and Deferred. Under Current Assets will be found such accounts as Petty Cash, Cash in Bank or Banks, Notes Receivable, Accounts Receivable Tenants, Suspense Accounts, and Other Accounts (miscellaneous items due from tenants, employees, and officers), Inventories, and Investments which will mature, or are expected to liquidate within the current period, usually a year.

Fixed Assets should be divided into Land, Building, and Equipment. These items can, and should be, further divided, particularly Equipment. One of the reasons for this subdivision is that different types of fixed assets have different lengths of life, for instance, the building proper, whose life will vary from thirty-five to fifty years, as contrasted with window shades with an average life of two years, and gas ranges with an average of ten years. Thus, the depreciation rates will vary, and separate Reserve for Depreciation accounts should be set up for each type of fixed asset. Another value of this subdividing is that the unit cost of each asset, say gas range, is known, so that if one is replaced, the proper adjustment can be made by charging the Reserve for Depreciation for accrued depreciation, crediting the Asset Account, and either debiting or crediting Surplus for the amount of under- or over-depreciation.

Liabilities should be divided into Current and Fixed; Current Liabilities will be further subdivided into Deposits on Apartments, Notes Payable, Trade Accounts Payable, Other Accounts Payable, Accrued Salaries, Accrued Interest, and Accrued Taxes. Probably the only division under Fixed Liabilities would be Mortgage Payable.

Net Worth should be divided into the various types of stock, common and preferred, and Surplus, which may be further divided into the various types of Capital, Appropriated, and Free Surplus.

Income will consist of that from apartments, stores, and possibly from the sales of special services such as gas, electricity, refrigeration, and the like.

Expenses may be subdivided on a number of different bases, and it is in this classification that there is the widest variation from project to project. Principally because of these variations, it is next to impossible to compare the operating statement of one project with another; for this reason a great deal of work has been done advocating and attempting to set up standardized accounts. Always there will be, of course, certain variations because of the particular set-up of a project: a co-operative project versus a project which rents its apartments; differences in policies, such as furnishing gas and electricity to tenants, or selling these utilities to them. However, there are certain comparisons of value to each project which could and should be made, provided that accounts are kept on a somewhat comparable basis. Probably the federal government's entrance into the field will be a step in this direction, since very likely the classification of accounts followed by all projects will be standardized, with instructions issued as to the nature of items to be posted to each account. If projects initiated by private enterprise follow this system, it should afford a means of comparison of operations which at present can be done only to a limited extent. Standardization can be effective only if a central agency, such as the federal government, takes over the task of setting up the classification, issues a manual clarifying the items to be included under each classification, and makes decisions where unusual items come up. The co-operation of each project is understood as a prime essential.

In housing projects there seems to be a tendency at present towards two types of expense classification:

1. A type in which the main classification is based on rentable and non-rentable space. For instance, non-rentable space would

consist of halls, stairways, basement space, gardens, sidewalks, roof, and alleys. The expenses of cleaning, maintaining, and repairing these areas are distinguished from similar expenses in connection with apartments and stores. A further break-down of these expenses is made, such as: Salaries and Wages, Supplies, Decorating and Painting, Repairs, Fuel and Light.

2. The second type may be designated as a functional classification, in which the main grouping of expenses is the operating functions, such as janitorial service, engineering, expenses connected with the social program or activities of the project, repairs and maintenance, renting, and those expenses connected with the administrative end of the project. Under each of these main groupings there are subdivisions of Salaries and Wages, Supplies, and other expenses pertaining to the particular function. For example, the subdivisions under Administrative Expenses might be: Salaries, Office Supplies, Postage, Printing, Telephone and Telegraph, Traveling, Legal and Collection, etc.

Then, too, there are projects in which a combination of these two types are used.

There are also certain expenses which are not of an operating nature, and over which the manager has no direct control, such as depreciation, taxes of various sorts, interest on mortgages, and, to a certain extent, insurance. These expenses should be segregated from the operating expenses.

The order in which the accounts should be listed in the General Ledger should follow the order in which they will appear on the periodical statements issued, such as the Balance Sheet, and the Statement of Profit and Loss.

In connection with accounts kept in the General Ledger it is possible, whenever a large number of entries are made to a single account, to maintain a subsidiary ledger. Postings to the account in the General Ledger, known as a controlling account, are made from the various Journals, those in the subsidiary ledger, in detail. At the end of an accounting period, the balances in the subsidiary ledger should be in agreement with its control account. This is a means of checking clerical accuracy, and also avoids the carrying of a large number of accounts in the General Ledger. Such subsidiary ledgers are usually kept with the control

accounts of Rents Receivable, Suspense Accounts, Fixed Assets, Deposits on Apartments, and Prepaid Insurance, although not necessarily limited to these accounts alone.

INTERNAL CHECK

In determining the responsibilities of persons who are to carry out the accounting system and other phases related to it, it is important that the principle of internal check be observed, that is, that at least two persons handle different phases of the same operation, or stating the same principle somewhat differently, that the accounting phase of a transaction be separated from the transaction itself. The obvious philosophy behind the principle is that it is a safeguard against the misappropriation of cash and merchandise; the collusion of at least two persons would be required in the misuse of cash and merchandise and in covering up the shortage. Some examples of this principle are:

1. That one person receive cash and another post receipts to the various accounts.
2. That one person authorize disbursements and another issue the checks or cash.
3. That one person issue supplies from the store-room and another have charge of keeping inventory records.
4. That one person make bills for tenants and another collect these accounts.
5. That the person making pay-roll checks is not the person who distributes them.

Besides the use of this principle of internal check, there are other safeguards which may be employed, such as the use of Purchase Orders which the manager authorizes for all materials and supplies bought. This, along with the original invoice from the vendor, is attached to the voucher or voucher check, authorizing payment. It is also advisable to have checks countersigned—that is, signed by at least two persons, possibly by the manager and countersigned by an officer of the corporation.

In maintaining a control over supplies, it is essential that there be a central storeroom, from which supplies are issued

only upon the authorization of the building superintendent or manager. Such a storeroom is essential if cost records on individual repair jobs are to be kept. As mentioned before, another person should have charge of keeping the inventory records themselves, of which the perpetual type of inventory is the best sort, showing the quantity of supplies on hand at all times, and the valuation of these supplies. At intervals, a physical inventory should be taken to be checked with the inventory cards, and the reasons for discrepancies ascertained. Another advantage of a central storeroom, besides preventing the misappropriation of supplies, is that it prevents the duplication of supplies in various departments, such as certain piping which is used both in the engine room and also in plumbing repairs. The marking of bins in the storeroom with an adequate description of the supplies therein, corresponding to the description on the inventory cards, will facilitate the purchasing of these supplies.

Somewhat related to the maintenance of a storeroom is the subject of purchasing. The inventory cards will show the number of each item used per month or per week. From this can be estimated the minimum number of any item which should be on hand during a period, and the maximum number which will be used during the period of a year. From these records the person handling purchasing can determine the number of items which can be purchased to secure quantity discounts, and for what probable period the supply will last. Cards can be kept on each item, showing the names of various concerns by whom these items can be supplied, unit prices, and quantity discounts; these competitive prices should be checked from time to time. Purchases should be made in lots sufficient to secure the best quantity discount, at the same time not exceeding the number of items which will be used in a reasonable length of time, such as a year. It is important, of course, that competitive prices be secured on items of like quality. The lowest price, however, does not always mean the best value. It is impractical, usually, to have a testing department; probably the best check available is the verdict of the building superintendent and workmen. Vendors also are usually willing to submit samples which may be tried out.

In connection with an internal check on billing, it is feasible to have a 100 percent-rent-roll schedule, that is, the income which would be realized if all apartments and stores were rented at prevailing rents. Each month the billing to tenants is totalled, to which is added the rental of vacant apartments. This total should check with the 100 percent rent roll, thus ascertaining that every tenant occupying an apartment has been billed—and also checking the possible misappropriation of funds, since a verification may be made of the apartments listed as vacant.

This 100 percent rent roll may be set up on the books monthly by the following entries:

1. Debit Vacancies
 Credit Rental Income
 for the 100% rent roll figure at the beginning of the month
2. Debit Rents Receivable
 Credit Vacancies
 for the actual billing to tenants during the month
3. Debit Vacancies
 Credit Rents Receivable
 for vacancies occurring during the month.

Thus a percentage can be worked out monthly or yearly showing the financial loss from vacancies. This 100 percent rent roll figure is also of importance since periodical reports can be made in percentage form showing the relationship of vacancies, collections, suspense items, and uncollected rent to this figure. Thus these statements are comparable with those of a month, a year ago, etc., so that the trend of collections can be clearly shown.

Also in connection with internal check, it is important that adjustment vouchers for vacancies, allowances to tenants, for transferring accounts from Suspense to the Reserve for Bad Debts, etc., be authorized by the same persons authorizing check disbursements; this is a safeguard against the misappropriation of cash and the covering up of the shortage by the issuing of an adjustment for a similar amount.

BUDGETING

It is both important and feasible that a budget be prepared in advance for a year's operation. It enables the manager to know definitely what the financial results of the year's operations will be, to make the necessary adjustments in policies, and therefore to know what the expenses will be before they are undertaken. It also provides a goal at which to aim, and enables the manager to maintain a constant check on expenses, and to know in which department close supervision has to be maintained.

Budgeting for income is comparatively simple; it is usually known in advance what the rent policy for the ensuing year will be, and whether rents will be lowered or increased. Provisions for vacancies and bad debts are more difficult to estimate, but one can begin with the actual experience of the previous year and then adjust these figures in the light of renting trends in the local district as a whole, as well as the current employment trend.

In budgeting for expenses, one can begin with the figures of the previous year and then make adjustments for changes in policy which are likely to increase or decrease these expenditures. It is also possible to secure from department heads estimated expenditures for their departments for the coming year, subject to adjustments after review by the manager and the person in charge of accounting.

The budget should be broken down by months; statements should be issued, comparing the actual expenses for the month with those budgeted, and the total expenses to date compared with the budgeted expenses. Thus, discrepancies can be checked periodically, and necessary changes in policy or methods of operations made.

OTHER RECORDS

One of the important records or forms is a card which should be filled in as soon as a tenant moves into an apartment. This card will pass from department to department, so that all necessary records on the tenant may be initiated, such as: billing the

account in the rental ledger, directory service, cylinder changes, a folder for all correspondence, the lease record, etc.

Another record is one in which the name of every person in a particular apartment is listed. This enables the management to check on overcrowding. It can be kept up to date by the preparations and insertion of names in the mailbox so that, in order to make changes, it is necessary for the tenant to report them to the office. The records should also indicate the birth dates of all children living in an apartment, which will enable the social department to make its plans for children.

Daily records should be kept on fuel to check the efficiency of the heating department. For instance, if fuel oil is used, a record should be kept of the gallons used daily, the amount of condensation generated, the pounds of condensation per pound of oil, and the pounds of steam used for heating and for hot water. Also, a monthly per room cost of heating should be kept, and the monthly mean outside temperature. A daily over-all boiler efficiency record should also be maintained.

If a job cost record is not maintained, a record should be kept of the cost of decorating each apartment, from which the average cost of decorating can be estimated.

Requests for repairs should be filed by apartments, in order to check on the number of requests made by each and to ascertain whether a tenant is a chronic complainer or is justified in making his complaints. This file will also help in determining the efficiency of different workers, since constant returns to the same apartment to make adjustments indicates that something is amiss.

In filing the general practice is to keep a separate folder for each tenant, containing his application, all correspondence, and all other data concerning him and a separate file for general correspondence.

These are not the only records which should be kept, but the most useful ones have been indicated.

EFFICIENCY DEVICES

It is difficult to recommend just what devices a project should have since there will be variations depending on the project's size and the type of accounting system installed. Typewriters and a check writer, of course, are necessities, as is an adding machine. Savings can be made by purchasing a mimeograph machine; a number of circular letters are usually sent to tenants, and certain accounting records can be mimeographed. In a great many cases, time can be saved by installing some type of automatic billing machine, and, if a large number of computations must be made, it is good economy to have a calculating machine.

PART II: BUILDING MAINTENANCE

INTRODUCTORY NOTE

In the foregoing chapters, the human factors involved in housing management were considered in some detail. The needs for an harmonious relationship between manager and staff and between manager and tenantry were discussed in separate sections, and an attempt was made to indicate how intimately connected is this relationship with so seemingly remote a matter as operating costs. With European housing experience as an example, there can be little doubt that the social aspects of housing management share equally in importance with the technical (physical upkeep of the building and office administration).¹ It is extremely important, however, in formulating one's views on this subject, not to underestimate the latter while emphasizing the former.

While the authors cannot agree with those who state that the principles and practices of commercial apartment house management are alone sufficient for the operation of public developments, ready acknowledgement is made of the abundance of valuable information which members of this profession have made available during many years of practical experience. Publications in the commercial management field, particularly the weekly and monthly periodicals, constitute, without question, the most useful sources of information available on apartment house operation.² These sources have been studied and liberal use made of their recommendations, as indicated in Chapter VI. Particular attention has been given to the question of time and work schedules. The value of check lists and written instructions to superintendents, etc. is stressed in accordance with procedures advocated by commercial management firms.

¹ See "Housing Management—Its History and Relation to Present-day Housing Problems," by Beatrice Greenfield Rosahn, National Municipal League, August, 1935.

² See Bibliography.

It must be emphasized that the subject matter of Chapter VI is intended merely to point out the efficacy of routine procedures in building management. No effort has been made to recommend adjustments or adaptations necessary to bring them into accord with the standards and conditions of low-rental housing projects. Obviously, this is not possible; at the present time there are no such developments in this country, and any effort in this connection would be in the nature of mere speculation. Furthermore the major requirements in the rendering of routine services, the handling of repairs and replacements, and the maintenance of mechanical equipment probably will not differ radically in low-rental projects from that of higher class developments. Certain special services, such as telephone, garage, etc. will not be included, of course, but these are luxuries rather than basic services such as the collection of garbage, a periodic exterminating service, etc. A review of the project data in Part IV will bear out the above contention, namely, that the services and equipment in a \$9.00 per room per month apartment do not differ greatly from those in a \$15.00 per room per month apartment.

In short, it is believed that low-rent housing managers will have to develop an operating technique in accordance with the specific conditions and needs of their development. The size of the project, the kind of equipment, the class of tenancy (there may be a gradation in the economic status depending on the rental and the location of the project), and other such factors will determine the routine procedures in building upkeep. It is hoped that the chapters of Part II will be suggestive of a technique which is best suited to a given project's requirements.

CHAPTER VI

The Technique of Building Management

The numerous economies which may be effected by a thorough knowledge of the materials and supplies used in operating a building and their comparative prices and quality, are generally appreciated by building managers. This knowledge should constitute a primary management responsibility. On the other hand economies which may result from a systematic organization of the working hours of an operating staff may not be as evident, but they are just as real. Furthermore, a practical "checking-up" system by the superintendent or foreman of personnel, whereby no important detail in building maintenance can be overlooked, has innumerable advantages which can be calculated in dollars and cents at the end of a fiscal year.

The use of schedules of work—which implies a close supervision of the operating personnel—has been a controversial subject for some time among operators of apartment and office buildings. The advantages and disadvantages of schedules for the performance of routine jobs have been outlined and discussed in writing and in conversation on many occasions. In an article which appeared in the publication "Buildings and Building Management" for May of 1934, the matter is treated rather fully and from an interesting point of view. The writer states:

Supervision of the operating personnel in an office building is one of the perpetual problems—also arguments—of building management. There are probably as many different variations of supervision systems as there are operating executives, and operating men can always stir up a lively argument as to how close a supervision is necessary and how it should be handled.

It is generally agreed, of course, that the supervision should be fairly close, both because of the class of personnel doing the menial tasks and because of the character of the tasks. A porter, for example, can hardly be expected to tackle his bronze polishing



Courtesy of Aerial Explorations, Inc.

Hillside Housing Project, Bronx, New York, one of seven limited dividend developments operating on Public Works Administration loans and under the supervision of the Housing Division, P.W.A. It contains 1416 apartments renting at an average of \$11.00 per room per month. Provides recreation facilities for children and adults.

with a burst of executive enthusiasm, or to worry about whether its shine is sufficient to please the tenancy. Left to himself, the average porter will worry only about expending the minimum amount of elbow grease and still save his job.

The same statement is doubtless as true for large apartment buildings, where the problems of maintenance are similar if not identical. Time and work schedules are regarded as indispensable by many real estate management firms, primarily because they serve the double purpose of disciplining a crew of workers, from the standpoint of personnel control, and simultaneously, of systematizing the daily routine in such a way that no item of importance in building upkeep can readily be overlooked.

In the same article as quoted above, the author continues:

As to the written timed routines, the main reason for them is obvious—to insure that the work gets done. Basically the idea is to leave as little as possible to the initiative or willingness of the worker. He might be quite willing to do a good job and still do unsatisfactory work because he could not plan his own schedule or use his time properly. Or he might be very willing and be continually confused as to what was expected of him. Perhaps more frequently, however, he will be too willing to let things slide unless definitely and rigidly tied to a schedule.

If, on the other hand, his work day is planned for him and his instructions are both detailed and definite, he is both stimulated and helped. It is well recognized that any employee can work more surely and more efficiently if there is no doubt at all about what he is expected to do. He works to a purpose, for one thing, instead of haphazardly plodding. And when he also knows just when he is to do it, his schedule always urges him to keep to his pace. His responsibilities being definite, he knows too that the well known alibi route is closed.

Some managers apparently regard the detailed and definite instructions of a time schedule as being both stimulating and helpful. Others, on the contrary, caution against the rigidity of such schedules which might cause a worker to resent a request for the performance of unexpected jobs. This suggests the importance of making schedules reasonable. Care should be exer-

cised to prevent their becoming a "back-breaking-device." Certain kinds of work, furthermore, cannot be tied definitely to a routine and in such cases their responsibility for adequate performance must be left to the trustworthiness of the worker and the supervision of the superintendent or other personnel foreman. Some management firms believe it desirable to have time schedules for every worker—even if it is possible to prepare only a partial schedule in some cases. It has been found by commercial operators that such workers as boiler room attendants, elevator mechanics and cleaning women cannot generally be held to a strict schedule, but it is possible to routinize some of their work. This is considered good discipline, and it works hand in hand with efficiency in building operation. Such partial schedules, it is suggested, should be written out and posted on an employees' bulletin board, with which every basement should be equipped.

Time and work schedules¹ will, naturally, vary according to the size of the project, the number of workers and the types of buildings—elevator or walk-up. The following schedule for co-operative high-grade apartment buildings in Chicago is suggestive:²

SCHEDULE OF WORK

EXHIBIT "A"

MONDAY

CLEAN: Lobby, doors, lawns, walks, all front windows—main floor, rear entrance and hallways.

SWEEP: Inside stairs, passenger and service elevators and alley way.

Remove all waste from Penthouse.

Remove all rubbish from landings.

ENGINE ROOM: Blow down boilers—use treatment—refill with fresh water.

Oil all motors, back wash filters.

Clean fires.

¹ Other schedules are given in Part IV under Building Management.

² Included by courtesy by Mr. Arthur Bohnen, Chicago, Illinois.

TUESDAY

CLEAN: Lobby, doors, lawns, walks, rear entrance and hallways, and incinerator.

SWEEP: Passenger and service elevators.

Use furniture polish on woodwork and furniture.

Remove rubbish from landings.

ENGINE ROOM: Clean all over-head pipes.

Check up on fire pressure tank.

Clean fires.

WEDNESDAY

CLEAN: Lobby, doors, lawns, walks, rear entrance, hallways and outside drains.

SWEEP: Passenger and service elevators.

Use furniture polish inside elevators.

Remove all rubbish from landings.

ENGINE ROOM: Oil all motors.

Hose and mop floors.

Clean fires.

THURSDAY

CLEAN: Lobby, doors, lawns, walks, rear entrance, hallways, all laundries and passage ways—mop if necessary.

SWEEP: Passenger and service elevators, inside stairway.

Remove all rubbish from landings.

ENGINE ROOM: Polish all brass fittings.

Clean fires.

FRIDAY

CLEAN: Lobby, doors, lawns, walks, rear entrance, hallways and incinerator.

SWEEP: Passenger and service elevators.

Wash down all inside stairways.

Remove all rubbish from landings.

ENGINE ROOM: Blow down boilers—use treatment—refill with fresh water.

Remove ashes.

Back wash filters.

Clean all over-head pipes.

Clean fires.

SATURDAY

CLEAN: Lobby, doors, lawns, walks, rear entrance, all front windows—main floor and hallways.

SWEEP: Passenger and service elevators.

Remove all rubbish from landings.

ENGINE ROOM: Oil all motors.

Hose and mop floors.

Clean fires.

SUNDAY

CLEAN: Lobby, doors, lawns and walks.

SWEEP: Passenger and service elevators.

Remove all rubbish from landings.

ENGINE ROOM: Clean fires.

EVERY FIFTEEN DAYS

CLEAN: Top of passenger and service elevators.

Pits of passenger and service elevators.

Boiler flues.

Blow motors with air gun.

Inspect brushes and commutators.

Inspect lights on fire escape.

Inspect fire hallway.

Change over—cold water pumps and sump pumps.

EVERY THIRTY DAYS

CLEAN: All vacant apartments.

Inspect roof.

Clear and examine drains and ventilators.

Use drain clean in all kitchen sinks starting at the top floor.

Rod lines and clean out grease tank.

Shut down boiler—remove plugs and manhole plate—hose out thoroughly. Refill and put in two (2) quarts treatment.

Replace manhole and let stand until ready for use. Note: In firing season this can be done in twenty-four (24) hours.

Clean combustion chamber and stack always.

EVERY JULY AND JANUARY

Remove manhole cover from hot water tanks, get inside—scrape inside and remove all dirt. Hose down and flush until clean.

Clean out sump pumps and bottom of tank.

Once a year in July drain roof tank and clean same.

Once every two (2) years drain fire tank—remove manhole plate. Scrape and clean same and use paint inside.

April of every year use this month in getting screens in shape for use.

July and August inspect all flanges, valves, and fittings. Pack where necessary.

BOILER TREATMENT

Use one (1) pint a day for thirty (30) days.

Then one (1) quart twice a week.

Blow down boiler twice a week.

Another excellent method of assuring that a building has been completely and efficiently serviced each day is to require the superintendent or foreman to answer a list of questions daily, such as the following, arranged by Mr. Milo B. French of Chicago:

EXTERIOR

1. Is the condition of the front and rear lawns bad, fair or good?
2. Do you keep the shrubbery and lawns properly cut and trimmed?
3. If there is a lawn fence, are there any loose wires, and are the posts in good condition and painted?
4. Do you keep loose papers and leaves and rubbish cleaned up on lawn and around the front, rear and sides of the building?
5. If there are flower beds or urns, do you keep them properly watered, weeded, etc.?
6. Are there any dead limbs on trees?
7. What condition are the sidewalks in to and around the building?
8. Are sidewalks broken or sunk so that in places pools of water will stand?
9. In regard to cement flashings from the walks to water table are there any broken away?
10. Are there any broken curbs?

BRICK AND STONE

11. Does the front of the building need cleaning? 12. Does the building need tuck pointing? 13. In what condition is the coping? 14. Are the brick chimneys in need of painting? 15. Do you keep the lower part of the walls clean such as washing off chalk marks, etc.?

WINDOW OPENINGS

16. Are the sashes and frames in need of paint? 17. Does the building need caulking? 18. Do the windows and doors need weather strips?

ENTRANCE DOORS AND KICK PLATES

19. Do you keep the glass in entrance and vestibule doors washed, and how often do you wash them? 20. Do the door checks on the entrance and vestibule doors work properly and do they squeak? 21. Are there any loose door knobs on any door? 22. Do the front doors require a new coat of varnish or refinishing? 23. Are the kick plates and mail boxes in good condition and polished, and how often do you polish them? 24. Are the street numbers in good shape?

DOOR SIGNS

25. Are the door signs made out neatly and are they kept clean and changed frequently?

REAR PORCHES

26. Do they need repairs? 27. What is the condition of the paint? 28. How often do you sweep these porches down? 29. How often do you hose them down (weather permitting)? 30. Do you wash out the garbage pails with hot water regularly? 31. Is there an accumulation of rubbish, old lumber, sweepings, etc. under any porches or areaways and how often do you clean under the rear porches and areaways? 32. In what condition are the gutters and downspouts? 33. Is the roof in good shape and are there any bare spots or cracks and are the flashings in good condition? 34. Does the metal framework of the skylights need paint or repair? 35. Are there any cracked or broken lights in the skylight? 36. How often do you wash the glass in the skylights? 37. Are there any radio aerials on the roof?

Are there any aerial lead in wires dangling in front of the building? 38. If there are light courts or shafts do they require whitewashing? 39. Are there any papers or rubbish at the bottom of these shafts? 40. If any, in what condition are the metal cornices? 41. Do the rear or side fences need repair or paint? 42. If there are any private garages do the roofs, gutters, woodwork or doors need repairs?

BASEMENT—(*Laundries*)

43. How often do you sweep the floors in the laundries? 44. Do you hose them at least twice a month? 45. Do the walls and ceiling of the laundries and basement need replaster? 46. Need whitewash? 47. Are the laundry stoves clean? 48. Do they need paint? 49. Are there any leaky tub faucets? 50. If there are any toilet rooms in the laundries, how often do you clean them? 51. Is there any escape of sewer gas in the basement? 52. Do the catch basins need cleaning?

(*Boiler Room*)

53. Is there any accumulation of rubbish or junk in the basement? 54. Have you anything stored on the steam or water pipes? 55. Is there any rubbish in any other part of the basement? 56. Do you sweep clean and hose at least once a week the boiler room? 57. Do you allow coal to lie around the floor in the boiler room or do you sweep it back in the coal pile? 58. Do you allow wood to accumulate in the boiler room? 59. Are there any combustible articles allowed in the boiler room? 60. Do you burn your garbage immediately after collecting each day? 61. Do you allow garbage to accumulate in the boiler room?

(*Boiler*)

62. Are the flues in the boiler kept clean? Are there any leaky tubes, valves, diaphragms, and flange unions? 63. In what condition are the grates? 64. Is there an accumulation of ashes in the pit? 65. Is there any pointing necessary on the brick work? 66. During the summer months, is the boiler thoroughly washed out and combustion chambers cleaned?

(Hot Water Heater)

67. Are there any leaks in the heater? 68. Is there an accumulation of ashes in the pit of the heater? 69. Are there any leaks in the hot water tank? 70. What is the condition of the asbestos, if any, covering the pipes?

(Fuel)

71. Are you getting a good grade of fuel? 72. Do you have any trouble with the fuel? 73. Is there any old furniture, trunks, boxes, etc. or anything belonging to tenants in the basement other than in the locker rooms? 74. What time do you bank the fires at night in heating season? 75. Do you get any complaints from tenants about the lack of heat or hot water?

(Windows)

76. How often do you wash the basement windows? 77. Is there any broken glass in the basement windows? 78. Are there any mesh wire screens for your basement windows?

(Refrigeration Units If Any)

79. If there is a refrigerator unit in the building, are the motors oiled and greased regularly? 80. Are the refrigerator units placed in a locked room, removed from coal dust and dirt and are they accessible to outsiders? 81. Are there any old ice boxes, gas, lighting or plumbing fixtures in the basement? 82. Do you keep the basement doors and windows securely locked? 83. Do you take the screens down in the Fall, wash them, rewire and repair them and paint and cover them so as to protect them from dust, etc?

INTERIOR—*(Vestibules)*

84. How often do you clean the floors and steps of the vestibules? 85. Do the walls and ceiling of the vestibule need cleaning or decorating? What is the condition of the marble slabs, steps and risers of the vestibule? Do they need repair? 86. Is the door mat worn or frayed? Do you keep the vestibule doors clean and free from finger marks?

(Mail Boxes)

87. What is the condition of the mail boxes? Do they need repairs?
88. Are these mail boxes old and dilapidated or are they the new Government boxes? 89. Do you remove pencil markings from the walls or on the edges of the mail boxes?

(Stair Hall)

90. How often do you vacuum or clean the stair carpet? 91. How often do you clean the woodwork so that it is clean and free from dust? 92. Do the halls need redecorating? 93. Do the stair carpets need relaying and cleaning? 94. Are the stair carpets too badly worn to clean and relay? 95. Are there any cob webs around skylights? 96. Do you remove if possible, without spoiling the decorations, pencil marks from the walls in stair halls?

(Rear Halls)

97. If your building has a rear hall, how often do you wash and scrub the steps and landing? 98. What is the condition of the paint or calcimine on the walls and ceiling of the rear halls?

(Windows and Shades)

99. How often do you wash the hall windows? Are they clean now? 100. Are the window shades in the hall windows clean and in good condition? Are they kept drawn evenly?

WINDOW SIGNS

101. Are the window For Rent signs dirty or soiled? 102. Are these signs hanging squarely in the window so that they may be read easily from the street?

LIGHTS—*(Light Fixtures)*

103. What condition are the light fixtures in the vestibules and halls? 104. Do you keep these fixtures washed and free from dust and grime? 105. Do you keep the halls properly lighted at night?

ACCESS TO VACANT APARTMENTS

106. Does the door sign direct prospective tenants clearly and correctly? 107. Do you live in this building? 108. If no, how far do you live from the building? 109. Are prospective tenants directed to a tenant in the building or to the Agent or where do they get the keys? 110. Are the keys properly tagged?

VACANT APARTMENTS

111. When the apartment is vacated by tenant, do you get the keys? 112. In vacant apartment do you keep the floors and window sills in a clean condition at all times? 113. Do you remove from the apartment anything left by the previous tenant? 114. How often do you wash and clean the toilet bowl, tub, lavatory and sink? 115. Are there any leaky faucets or flush tanks in the vacant apartments? 116. Is the gas range in a good clean condition and ready for immediate use? 117. Is the gas range old, worn out and beyond repair? 118. Do you wash the refrigerator inside and out? 119. Are there any missing ranges or refrigerators in vacant apartments? If so, how many? 120. If the exterminator has been at the vacant apartment, do you remove all traces of roach powder, etc., within a day or two? 121. Has the apartment been decorated and ready to show prospective tenants? 122. If the floor of the vacant apartment has been varnished, do you place building paper across the floors? Report here if in your opinion there is anything that should be removed from the apartment to make it more rentable. 123. Report here your recommendations for the quick renting of the apartments. 124. How many apartments vacant in the building now? 125. What condition are the lighting or other fixtures in, in the vacant apartment? 126. Have the window shades been cleaned and turned and rehung and worn out ones replaced with new? 127. Are you in need of any supplies? 128. Do you get prompt, efficient service from the janitor supply house? 129. Have you any complaints on any one of the mechanics who work on the building? 130. Are you receiving full union scale janitor's salary? 131. If you occupy the janitor's apartment in the building, is it in good, clean, sanitary condition? 132. What do the tenants in the building complain about most? 133. Do any of the tenants complain to you about the Management, the Agent, or the Maintenance of the building? 134. How many dogs are there in the building? 135. In your judgment, are there any undesirable tenants in the building? 136. Have you any other complaints? Report here any comments that

you may care to make regarding the building, its management and any recommendations that you think would help to make this building a better one. Answer every one of these questions truthfully and to the best of your ability as this questionnaire and answers will be carefully checked and building inspected.

(Signature of Janitor).....

Address

Telephone Number.....

Date.....

Other methods of effecting efficiency in the operation of a building have been utilized by commercial management agencies. In the chapter on personnel problems we discussed the desirability of issuing a manual of instructions to new employees which would contain information as to their privileges as well as their duties. Some commercial real estate organizations issue a printed set of instructions to both superintendents and janitors which contain precise directions for work to be performed throughout the day, such as the following:¹

INSTRUCTIONS

TO

SUPERINTENDENT OF APARTMENTS

FIRST INSPECTION:

First inspection should be begun not later than 5:30 A.M. and should cover the following:

Ascertaining if the janitor is on the premises.

If boilers and hot water stoves are being properly handled so that heat and hot water will be available not later than 6:30 A.M.

Check service lights and see that they are all burning and do not go off too early or burn longer than dawn.

Lights burned out should be reported to janitor and replaced before the following night.

Should superintendent not find janitor at his building, or evidence

¹ By courtesy of Mr. Morton G. Thalhimer, Richmond, Va.

that he has been there, when making early morning inspections, he should go on to the next building or several buildings, and call back later and check the janitor missed.

In case a janitor is not on the job at a time when heat and hot water are supposed to be furnished, the superintendent is expected to handle the emergency until he can get a relief man on the premises.

In making early morning inspections the superintendent should vary on his route, that is, begin at the East End one morning, West End the next, and in the center of his route the next.

This early morning inspection, if properly made, will result in the following:

- Elimination of complaints as to lack of heat or hot water.

- Elimination of complaints regarding lack of proper service lights, thereby avoiding the necessity of being reported by the police for failure to comply with the law and the possibility of a damage suit in case of personal injury.

- Saving money for the owner when lights are extinguished at the proper hour.

- By cutting off the complaints before they reach the office our clerks have more time to devote to other business.

- After the first inspection, the superintendent should have his breakfast and report to the office for special instructions, and make his second inspection.

SECOND INSPECTION:

This inspection should be very thorough and cover the following:

- Condition of front entrances and lawns.

- Condition of paints at entrance and in public halls and stairs.

- Condition of glass at entrance.

- Condition of vestibules, floors and stairways.

- Condition of grounds, front, side and rear.

- Condition of service stairways, porches and areas.

- Condition of individual garbage cans.

- Condition of basement—should be clean and orderly at all times.

- Condition of basement toilets and baths.

- Basement lights should be out when not in use.

- Ash cans should be kept filled and left where city carts can get them easily.

- Large garbage cans should be emptied as often as possible; washed, sprayed and kept covered.

The above also applies to the tenants' individual garbage cans. Newspapers should be put into these small cans after they are emptied and washed.

Condition of boiler flues—a clean flue saves labor and fuel.

Condition of ash-pits. Accumulation of ashes in the pit will burn grates out in 48 hours. Ashes should be removed as often as necessary to keep the pit clean.

Condition of electric light shades in the halls—these should be clean always.

Examine time clocks and see if in order and keeping correct time, and see that they are set for proper cut-on and off. Clocks should be re-set as days grow longer or shorter.

Check HEAT and HOT WATER.

On Sunday second inspection may be eliminated.

THIRD INSPECTION:

Before making third inspection superintendent should report in person at office. This inspection should be made about dusk in order to ascertain the following:

If lights go on at proper hour and all burning—front and rear.

If proper heat and hot water is being maintained.

If janitor banks fire too early.

REPORT:

A daily written report should be furnished the office on blank provided for the purpose, covering results of first, second and third inspections.

Superintendent should communicate with the office by phone at least twice during the day.

GENERAL:

Complaints regarding service should be immediately corrected.

Requests for repairs should be reported to the office promptly.

Basements should be locked at all times and key left at some designated place by the janitor.

Coal bins should be inspected regularly and ample fuel kept on hand at all times.

Coal purchased should be inspected as to grade and quantity and

if not one-third lump, the approximate quantity called for on tickets, report should be made to office immediately.

When coal is put into bins janitor should be instructed to see that same is cut back and all put away, grounds cleaned and chute closed.

Defects in or necessary repairs to heating and plumbing should be reported to office immediately upon discovery.

Superintendent should take the license number of cars parked in courts or areaways of apartment buildings and report to office.

Inspection should be made of front and rear screen doors and screen windows to see that they are in proper repair and equipped with self-closing springs.

Janitors should be instructed as follows:

Proper firing of boiler.

To keep children from playing in halls and on lawns.

To keep vacant apartments clean.

To immediately phone the office if a tenant is moving—giving the name and apartment number and name of party or company hauling the furniture, and where same is being sent.

To spray basements and halls with disinfectants at least twice a week—more if necessary.

To put down rat poison if rats are seen around the premises.

TO BE POLITE AND COURTEOUS TO TENANTS and their visitors **AT ALL TIMES.**

SUPPLIES:

Janitors should be promptly furnished with the necessary supplies to properly care for the property, but care should be exercised in issuing so as to prevent waste. Each janitor should sign a ticket for supplies received for his particular apartment building.

The superintendents should keep a property book and have the janitors sign for all property, such as cans, mops, brooms, hose, lawn mowers, etc., in his possession for each building, and the janitor will be held accountable for same.

When issuing electric bulbs the janitor should be required to turn in his used bulbs and receive a like number of new ones.

Bills for supplies should be turned in to the office not later than the 26th of each month.

Superintendent should make an inventory of supplies on hand and turn same in at the office as of the date the supply bills are rendered each month.

PAY ROLL:

The superintendent will be charged with the responsibility of paying the janitors, and after the pay roll has been checked and signed for by him, he will be held responsible for the money in his possession.

JANITORS:

Janitors should be selected with great care and the superintendent should KNOW that the man he is employing is experienced and capable of handling steam and hot water boilers. Not only would the employment of inexperienced men endanger the property, but also the lives of the occupants of the property.

A record should be kept of all janitors seeking employment so as to make it easy in finding a suitable man for replacement.

The superintendent should encourage his men in their work, but insist on receiving the service for which they are paid.

IMPORTANT. Remember at all times that you are a representative of this office and that we must give 100% service. That means it is up to you to be loyal and conscientious and on the job at all times, ever ready to look after the safety, comfort and convenience of the renter.

INSTRUCTIONS

TO

JANITORS

The men we employ to look after our apartments are more in our estimation than mere JANITORS. They are men trained in their work and in whom we have the confidence to place in their custody many thousands of dollars worth of property and the COMFORT and SAFETY of the occupants thereof.

The following instructions to Janitors have been prepared in order to assist in running this building on a systematic basis. The janitor is expected to faithfully observe these instructions at all times and to do everything in his power to keep this building thoroughly clean and to render the occupants 100% service.

HEAT AND HOT WATER:

Heat (during the winter season), and hot water, should be available by not later than 6:30 A.M., and throughout the entire day. Do

not leave your building at night until you know it is properly heated and sufficient hot water is in the tank to meet the requirements of the occupants.

FRONTS AND HALLS:

The front of your building, as well as the public halls and stairways, should be thoroughly cleaned every day.

SERVICE STAIRS, PORCHES AND BASEMENT:

The service stairs, porches and basement should be swept every day and the stairs and porches washed at least twice a week. The basement should be kept in an orderly condition at all times. Do not allow rubbish or trash to accumulate and subject the office to the possibility of being reported to the Bureau of Fire Prevention for allowing a fire hazard to exist.

GARBAGE:

The individual garbage cans of the occupants should be emptied every day, the can washed and paper placed therein. The large cans should be emptied as often as possible, washed, sprayed with disinfectant and kept covered at all times.

SERVICE LIGHTS:

You are expected to see that the service lights are cut off at daybreak and go on at sunset. The law requires that all service lights be burning between sunset and daybreak and it is up to you to see that all lights are burning before you leave the building at night. Burned-out lamps should be replaced immediately upon discovery. The lights in the basement should not be allowed to burn when not in actual use.

DUTIES OF JANITOR:

- To supply sufficient heat and hot water,
- To properly care for the lawns,
- To keep public halls and stairways thoroughly clean,
- To keep service porches and stairways thoroughly clean,
- To keep the grounds surrounding the apartment clean and free of paper or rubbish,

To keep the basement swept clean and free of rubbish,
To keep all vacant apartments thoroughly clean,
To see that all coal is put into the bin when delivered and the coal chute door closed.

To look after the interest of the owner of the property and strive at all times to keep the occupants comfortable and satisfied.

VACANT APARTMENTS:

All vacant apartments should be thoroughly swept and bath room and kitchen water fixtures cleaned and kept so until the apartment is rented.

OCCUPANTS VACATING:

The janitor is expected to inform the office of anyone vacating an apartment and ascertain where the party is moving, if possible. When unable to get the new address take note of the name of the party hauling the furniture.

CARE OF BOILER AND HOT WATER STOVE:

Ashes should not be allowed to accumulate in the pit of the boiler or stove. The pit should be kept clean at all times to prevent the possibility of burning out grates.

Boiler flues should be cleaned as often as necessary to keep same free of soot. This will not only make the firing of the boiler easier but will cut down the expense of heating the building.

REPORT:

You are required to make a daily report of your building on form provided and turn over to the Superintendent.

SERVICE:

We are expected to render the occupants of this building 100% service and our ability to do this depends on the manner in which you perform your duties. Do your work systematically, thoroughly and conscientiously and be polite and courteous to the occupants of your building and their visitors at all times.

In case you are sick or for any other reason it is impossible for you to report for work, it is very important that you communicate with

the Superintendent of Apartments in time for him to secure someone to do your work.

Janitors at All times Must be:

POLITE

COURTEOUS

EFFICIENT

From the numerous articles which appear in real estate journals on the subject of building maintenance there is, apparently, general agreement that time and work schedules are desirable, and that periodic checkups—daily or less frequently, perhaps—are indispensable to efficient building operation.

The vice-president of a large real estate company of Chicago states in an article entitled "The Management of Cooperative Apartment Buildings":¹

In order to assure proper maintenance, periodical inspections are made of the entire building and appointments, including the lobbies, elevators, halls, machinery and exterior. The inspection also takes into consideration hidden details; such factors as might affect economies of operation, etc. A vice-president of the managing organization inspects the building once a month, and the head of the management department, fortnightly. There is a daily inspection by a district man, who calls upon a tenant owner each day. A clerk in the management office takes care of requests from tenant owners; a cashier, and the accounting department handle bookkeeping. . . .

Courtesy, prompt service, co-operation in attending to repairs, and the avoidance of arguments are considered the most important principles in the management of high-grade apartment

¹ By Mr. Oliver S. Turner, Vice-President, Baird and Warner Company, Chicago, Illinois.

houses, and may be heeded as good advice by managers of low-rent projects, as well.

REFERENCES ON BUILDING MATERIALS AND SUPPLIES

The list given below was selected from Letter Circular No. 287 of the Department of Commerce, National Bureau of Standards, Washington, D. C. (revised to January 1, 1935) and from other miscellaneous, authentic sources.

BRICK

Cause and prevention of kiln and dry-house scum and efflorescence of face-brick walls.

(Technologic Paper No. 370)

Obtainable at:

Department of Commerce

National Bureau of Standards

Washington, D. C.

Cleaning Terra Cotta

Terra cotta textures and finishes

Terra cotta for small apartments

Obtainable at:

National Terra Cotta Society

906 Colonial Building

Philadelphia, Pa.

ELECTRICAL

Safety for the household, (Circular No. 397)

Safety rules for the installation and maintenance of electric utilization equipment

(Handbook No. 7)

Safety rules for radio installations,

(Handbook No. 9)

Obtainable at:

Department of Commerce

National Bureau of Standards

Washington, D. C.

FIRE PREVENTION AND FIRE PROTECTION

Publications relating to fire resistance and fire prevention. (Letter Circular No. 165)

Obtainable at:

Department of Commerce

National Bureau of Standards

Washington, D. C.

Keep your home from burning

Dwelling house hazards; how to prevent fires in the home

The protection of wall openings

Protect your property against lightning

Obtainable at:

National Fire Protection Association

60 Batterymarch Street

Boston, Mass.

FLOORS AND WALKS

Preventing cracks in new wood floors (Leaflet No. 56)

Obtainable at:

Department of Agriculture,

Washington, D. C.

Report of service test on concrete floor treatments

(Letter Circular No. 139)

Rubber floor tile

(Letter Circular No. 270)

Floor oils

(Letter Circular No. 339)

Sweeping compounds

(Letter Circular No. 340)

The care of floors

(Letter Circular No. 388)

Scouring powder for floors

(Letter Circular No. 370)

Obtainable at:

Department of Commerce

National Bureau of Standards

Washington, D. C.

Laying, finishing and care of oak floors

Obtainable at:

National Oak Flooring Manufacturers' Association

830 Dermon Building
Memphis, Tenn.

Household care of linoleum and similar floor coverings

(Circular No. 161)

Finishes for oak floors

(Circular No. 384)

Obtainable at:

National Paint, Varnish and Lacquer Association, Inc.

2201 New York Avenue, N. W.

Washington, D. C.

Concrete floors for residences

Concrete floor finishes

Obtainable at:

Portland Cement Association

33 West Grand Ave.

Chicago, Ill.

Standard specifications covering installation of rubber floor tiling

Approved maintenance methods for rubber floors

Obtainable at:

The Rubber Manufacturers Association, Inc.

444 Madison Avenue

New York, N. Y.

GAS

Cautions regarding gas appliance attachments

(Circular No. 404)

Obtainable at:

Department of Commerce

National Bureau of Standards

Washington, D. C.

HEATING, VENTILATING AND AIR CONDITIONING

List of publications and articles relating to home heating problems

(Letter Circular No. 284)

Obtainable at:

Department of Commerce,

National Bureau of Standards

Washington, D. C.

Questions and answers for the home fireman

Saving fuel in heating a house

(Mines Technical Paper No. 97)

Obtainable at:
Department of the Interior
Bureau of Mines
Washington, D. C.

HOUSE CONSTRUCTION

Damp masonry walls above grade
(Letter Circular No. 391)
Obtainable at:
Department of Commerce
National Bureau of Standards
Washington, D. C.

HOUSE MAINTENANCE AND MODERNIZATION

Care and repair of the house (BH 15)
Suggestions on home modernizing (Letter Circular No. 318)
Suggested information on reconditioning the home interior, furniture and built-in equipment
(Letter Circular No. 381)
Check list—Suggestions for possible repairs and improvements in the house and its equipment
Check list—Modernizing the home
Obtainable at:
Department of Commerce
National Bureau of Standards
Washington, D. C.
Washing, cleaning and polishing materials
(Circular No. 383)
Publications relating to accident prevention and safety
(Letter Circular No. 60)
Polishes
(Letter Circular No. 275)
Solders and soldering
(Letter Circular No. 343)
Publications relating to textiles
(Letter Circular No. 396)
Detergents and related subjects
(Letter Circular No. 403)
List of publications of interest to household purchasers
(Letter Circular No. 416)

Obtainable at:
Department of Commerce
National Bureau of Standards,
Washington, D. C.

INSULATING AND SOUND PROOFING

Acoustical publications by members of staff of the National Bureau of Standards,

(Letter Circular No. 380)

Obtainable at:
Department of Commerce
National Bureau of Standards
Washington, D. C.

Sound insulation and acoustical correction

Obtainable at:
National Board of Fire Underwriters
85 John Street
New York, N. Y.

LANDSCAPING

Planting and care of lawns

(Farmers' Bulletin No. 1132)

Obtainable at:
Department of Agriculture
Washington, D. C.

Beautifying the home grounds (A plan book)

Obtainable at:
Southern Pine Association
600 Interstate Bank Building
New Orleans, La.

PAINTING AND DECORATING

Painting steam and hot-water radiators

(Letter Circular No. 263)

Bureau of Standards publications on paint, varnish and bituminous materials

(Letter Circular No. 291)

Painting plaster

(Letter Circular No. 304)

Suggested specifications for cold water paint, casein type
(Letter Circular No. 386)

The painting of structural metal (steel, galvanized metal, tin plate, and copper)

(Letter Circular No. 422)

Obtainable at:

Department of Commerce

National Bureau of Specifications

Washington, D. C.

Selecting the proper paint

Obtainable at:

Lead Industries Association

420 Lexington Ave.

New York, N. Y.

Suggestions on painting cement construction

(Circular No. 347)

Obtainable at:

National Paint, Varnish and Lacquer Association, Inc.

2201 New York Ave.

Washington, D. C.

PLUMBING

Drainpipe cleaners or solvents

(Letter Circular No. 341)

Obtainable at:

Department of Commerce

National Bureau of Standards

Washington, D. C.

PORCELAIN ENAMEL PRODUCTS

What you should know about porcelain enamel

Obtainable at:

Porcelain Enamel Institute

612 North Michigan Ave.

Chicago, Ill.

MISCELLANEOUS

Injury to buildings by termites

(Leaflet No. 101)

Preventing damage by termites or white ants

(Farmers' Bulletin No. 1472)

Obtainable at:

Department of Agriculture

Washington, D. C.

Standards and specifications for building materials

(Letter Circular No. 323)

Services of the National Bureau of Standards to the home building industry, (Leaflet)

Obtainable at:

Department of Commerce

National Bureau of Standards

Washington, D. C.

First Aid for the Ailing House

by Roger B. Whitman

Published by Whittlesey House, A Division of the McGraw-Hill Book Co. Inc., New York, 1934.

Care and Repair of the House

by Vincent B. Phelan

Obtainable from:

Superintendent of Documents

United States Printing Office

Washington, D. C.

List of published material relating to Home Building and Maintenance

(Letter Circular No. 287)

Revised to January 1, 1935

Obtainable at:

Department of Commerce

National Bureau of Standards

Washington, D. C.

CHAPTER VII

Maintenance of the Mechanical Equipment in Apartment Buildings

by

GEORGE D. CHADEAYNE

In this chapter an effort is made to specify the kind of information essential to a manager in order that the mechanical equipment of a housing project be properly maintained. No attempt is made to give a detailed description of every piece of building apparatus. Obviously, this would necessitate the inclusion of most of the information now published in several hundred volumes devoted to the building trades. However, a number of the major responsibilities in building maintenance have been selected for discussion here.

It should be emphasized that the installation and operation of the mechanical equipment of buildings requires common-sense as well as technical knowledge and ability. The manager should never, of course, act in a condescending manner toward mechanics, nor should he flaunt any particular piece of mechanical knowledge which he may have. The best procedure, in any given mechanical problem, is to ask all the questions possible concerning its causes and the effect of suggested solutions, and then to choose that solution which common sense dictates to be the proper one. For example, one extremely widespread piece of misinformation that is paying plumbers handsomely is that coffee grounds put into the drain pipes of the plumbing system via a sink, washbowl or toilet will keep the drain pipes clear. Many apparently intelligent people have heard this from plumbers and accept it as a technical profundity. However, it will not withstand a common sense analysis. Usually, the amount of technical knowledge required by the manager in

order to arrive at a decision in any problem can be acquired from the individual who is going to do the work.

The mechanical equipment of buildings should be surrounded by safeguards to prevent accidents. "Keep Out" signs do not affect youngsters and supposedly locked doors are frequently unlocked. Therefore, machinery in motion should have adequate guards. Switchboard panels, transformers, high tension wires, hot pipes, etc. likewise should be guarded. Boiler room doors are frequently left open for ventilation. A grilled door with a snap lock should be erected. The arrangement of mechanical equipment in buildings is based on normal routine operation. The manager should be alert during his inspection tours to note those places of potential danger in case the normal routine is upset through human fallibility.

Managers should insist upon having a copy of the original plans and specifications of the project, complete with notations thereon of any changes in the actual construction and possible additions following completion. Also, the manager should have notes and drawings made on these plans in the event that alteration work is undertaken during his term of management. These would include all new equipment and any mechanical items replaced, enlarged, discontinued, rewired or repiped.

In addition, the manager should have separate and complete charts for water, gas, electric, heating, plumbing, sprinkler, and refrigerator systems, showing the definite location of all the main and sub-controls, both manual and automatic, for each system and the areas or zones controlled by them.

Especial attention is drawn to the necessity for a regular schedule for testing automatic devices and safety devices. Confidence in any automatic device is not warranted unless it is regularly inspected, tested, and serviced. It may be said safely that the longer an automatic device whether totally unused or steadily operating satisfactorily, remains without attention, the greater will be the damage caused when the device fails.

Many of the difficulties in mechanical operation arise from laxness during periods of changing shifts. The outgoing shift leaves things for the incoming shift to do and the incoming shift expects everything to be in proper order. Actually, there

should be a double check-up during each period, with definite responsibility allocated to each shift.

The greatest possible reduction in the cost of producing steam heat and domestic hot water may be made at the boiler by changing fuel and by increasing the efficiency of the combustion. Mechanical firing, such as stokers, pulverizers, and oil burners, unquestionably produce higher boiler efficiency than the best of hand firing.

ELECTRICAL EQUIPMENT

The characteristics of current available in a housing project are: direct current, voltage; alternating current, phase, voltage and location of distribution panel. If current is purchased, the manager must be familiar with the contract and meters to check charges and should have a knowledge of other contracts available for certain services at lower rates. He must also know when new rates go into effect. One way to keep well-versed on purchased current is to complain regularly every three months to the public utility. As a result, a current (power) salesman will call. Intelligent questioning of this salesman will elicit information on new developments. If for any reason, the manager feels that the salesman is not giving all the facts, an expressed intention to visit the Public Service Commission will usually bring forth full information.

Electric light bulbs are a constant source of expense. By dealing with a retailer who has an advantageous contract with a bulb manufacturer, discounts may be obtained on bulbs; these discounts may be passed on to the consumer.

The National Electric Code of Fire Underwriters publishes a book showing minimum requirements for wiring, switches, insulations, etc. However, in dealing with electricians and house men, a request to see the work and an inquiry as to whether it will meet the National Electric Code will often be sufficient to insure adequate installations.

The manager should know the location of the main switch in each incoming service; he should know where the distribution panels for both light and power are located and should insist

that each switch or circuit breaker on the panels be labeled as to the zone which it controls. From the distribution panel the lines run separately for lighting and power service to individual circuit panels. Each one of these panel boxes has a form pasted on the inside indicating the individual circuits which each switch, circuit breaker or fuse serves. The manager should see that this form is completely and accurately filled.

It is important that the proper size of fuse for each circuit be clearly marked on the form inside the cover of each fuse box and that the size of fuse being used in each circuit be periodically checked. If the fuses used are too small, they will blow out continually, to the unnecessary irritation of the tenants and the unnecessary enlargement of operating expenses. On the other hand, if the fuses are too large, a dangerous condition exists; too much current allowed into the line will result in a burned out apparatus or a heating up of the concealed wires in the circuit, either one of which can cause a fire. Also, blown-out fuses apparently working should be watched; a penny or a piece of copper inserted under a bad fuse has no protective fusibility.

In taking over a job, it would be well for the new manager to check, personally, every item involved in the technical appointments of his project.

He should bring in a competent electrician, preferably a motor specialist, to inspect and make a written report on the condition of the apparatus, even if this means increasing the first month's budget. At the same time, the electrician should test for unbalanced circuits. Unbalanced circuits occur when changes in wiring are made and not properly inspected.

Managers should be especially vigilant when temporary connections are made for stage lights or other special purposes. The recommendations of the National Electric Code indicate the absolute minimum requirements for such installations, to protect life and property.

HEATING

The boiler is the apparatus which absorbs heat from the burning fuel; the furnace is the place under the boiler where

the fuel is burned. There are many types of boilers: the most common are cast iron sectional, in small jobs, portable firebox steel boilers in larger jobs, and brick set (HRT) horizontal return tubular or water tube boilers in large jobs.

BOILER MAINTENANCE

The heating system begins and ends at the boiler, both as to quality of service and cost of heating. The main points to check in connection with the boiler are:

(1) The maintenance of sufficient water in the boiler at all times. This involves:

(a) The water level

(b) The water column to which the gauge glass is attached; this should be tested once a week to see that it is clear. It is possible for this column to become stopped up at the bottom so that the proper water level may appear in the gauge glass while the boiler is empty. It is recommended that a simple apparatus (there are many on the market) be attached to the water column or boiler to sound an alarm when the water level becomes too high or too low.

(c) The means of supplying water to the boiler: Usually water is fed to the boiler by means of a pump. There should always be two pumps, in case one fails.

(2) The cleanliness of the ash pit (where solid fuel is used): An ash pit full of ashes affects combustion and burns out grates. The best time to check this is at the changing of shifts. Often the quitting fireman assumes that the next one will do what is left undone; the incoming shift assumes that everything has been cleaned up.

(3) The cleanliness of the boiler tubes: A deposit of soot or ash on boiler tubes has the same effect as a similar coating of asbestos insulation; therefore, boiler tubes should be kept clean at all times. For high pressure boilers with either solid fuel or oil fuel, soot blowers or tube scrapers should be a standard part of the boiler equipment and used once in twenty-four hours during the low load period. For low pressure boilers operating on natural draft, "punching" the boiler tubes once a week should be sufficient; where forced draft is used, the tubes should be

"punched" two or three times a week, particularly on horizontal return tubular boilers. Whether the direct tubes are clogged with fine ash can easily be ascertained by looking through the fire door.

(4) As a matter of precaution, the safety valve on every boiler should be operated manually once a month to ensure its not being "frozen" to its seat.

(5) During the general thorough check-ups four times per year, attention should be given to the tightness of the boiler smoke pipe where it is attached to the boiler, the joints, the cleanout opening covers and where it is attached to the chimney. The pipe may be efficient and remain tight in spite of the fact that a defect has developed. A loose pipe can result in the hazard of carbon monoxide poisoning.

(6) The chimney should be considered as an extension of the boiler plant. Consequently, it must be inspected frequently as a piece of mechanical apparatus. Particular attention should be given possible cracks and masonry defects which result from settling, expansion, or contraction. In addition, of course, it should be kept relatively clear of fly ash and soot.

GENERAL INFORMATION ON FIRING METHODS

It is improbable that any boiler in a housing project will be small enough to require domestic size anthracite fuel. Boilers using such fuel are equipped with automatic draft regulators operated by steam pressure; the chains to the supply and check drafts from the ends of the lever of this automatic draft regulator should be adjusted in such manner that when the operating pressure required exists within the boiler, both the supply and check draft doors are closed.

Smaller and cheaper sizes of anthracite coal should be fired at short intervals; for example, about every thirty minutes in severe weather, but not to exceed one inch in thickness at any firing. The fire should be kept level.

The firing of bituminous coal exclusively is usually done by the coking method. Having achieved a fire on the grate, the soft coal is then fired in a heap immediately back of the fire door, where the heat on the grate distills and ignites the more volatile gases from the "green" soft coal, thus producing a form

of coke. This is then spread out over the fire and a new charge of "green" soft coal is fired.

It has been found that certain mixtures of small anthracite screenings, soft coal, and a carbon residue of oil refining processes can be used satisfactorily with a resulting lower cost per heat unit as fired. The use of such a mixture should be inaugurated under the supervision of a consulting engineer, and not a coal dealer or a combustion device salesman. Even with a consulting engineer, intent on efficiency and cutting costs, the manager should be alert for smoke and fly ash on the outside of his premises. He should also raise the question of the length of life of the grate bars in the boiler when used with the proposed low cost fuel.

DISTRIBUTION SYSTEMS

There are many types of systems for the distribution of heat produced in the boiler. Because of its low installation cost, the "One-Pipe Steam System" is a very popular type. Briefly, this system is composed of a main pipe which extends around the basement of the building, equipped with a large air vent at the end. This pipe carries steam from the boilers to "risers" which ascend through the building and from which, at each floor level, connections are made to one end of a radiator equipped with a control valve. There is an air valve on the opposite end of the radiator, located below the top at a point about one third of the height of the radiator. Since there is a pipe connection to only one end of the radiator, it is obvious that the water resulting from the condensation of steam in the radiator must flow through this connection and down the "riser" against the flow of the steam going to the radiator. This water of condensation, then, falls down the "risers" against the flow of steam into the main pipe in the basement. Here it flows in the same direction as the steam to the end of the main pipe or to the nearest connection (called a bleeder, or drip connection) to the return main, the function of which is to carry the water of condensation back to the boiler through the mechanical means located in the boiler

room, such as a boiler return trap, a pump and receiver unit or a boiler feed pump.

The main troubles to look for in the One-Pipe system are as follows:

(1) Radiator supply valves only partially closed. Some tenants hold the erroneous belief that a partially closed valve means a partially heated radiator; the partially closed valve simply restricts the opening through which the steam speeds at a higher velocity, thus preventing the return of the water of condensation and resulting in a radiator full of water, a cold room and a boiler water line lower by just the amount of water entrapped in the radiators. The cure lies in an educational campaign among the tenants to see that supply valves are either fully open or tightly closed.

(2) Air valves are very apt to become defective, clogged with dirt, or "water-logged". They either will not allow the air within the radiator to escape so that steam may flow in, or they will not close when the radiator is full of steam and allow the steam to flow out into the room. Such valves should be replaced.

(3) "Water-logged" radiators and knocking or hammering noises in them are caused by pipes which are pitched in such a manner that the water of condensation cannot freely drain out of them. This wrong pitch may result from faulty installation, settling of the building, or a combination of both which results in the wrong pitch when the "riser" pipe expands. The immediate remedy for this is to re-align the pipe.

Two-pipe systems are legion. However, they are all composed of a main pipe running around the cellar, rising pipes, connected to one end of each radiator by branches supplying the steam to the radiator and branches from the other end of the radiator to rising pipes, and a return main in the cellar, which carries the water of condensation back to the boiler through mechanical devices such as vacuum pumps, pump and receiver units, or boiler return traps. The difference between the various types of two-pipe systems lies mainly in the construction of the radiator supply valves, traps, and drip traps on main lines, which are called "specialties."

All radiator supply valves for two-pipe systems are based on methods of controlling the size of openings through which the

varying amount of steam is supplied to the radiator, either through manual control of the valve or through the rise and fall of the steam pressure carried in the system. The purpose is to increase or decrease the amount of heat supplied through the radiator in accordance with weather conditions.

The traps located at the return end of the radiator in these two-pipe systems may be composed of a body containing either a water seal or a thermostatic element. Where the former is used, the pressure within the system must be maintained at a low point so that, after allowing for the drop in pressure through the radiator supply valve and radiator, the pressure will not be able to blow out the water seal, which is rarely more than two inches deep. In the second case, the thermostatic element expands when steam comes in contact with it and closes the escape port of the trap, thus preventing the steam from returning into the system.

The type of two-pipe system with water seal traps is used in relatively small jobs and has no vacuum pump; it usually drains into the receiver of a boiler return pump or boiler return trap from which the mechanical apparatus used pushes the water back into the boiler. If the system is designed with sufficiently large piping, so that the initial pressure is small and the drop in pressure is negligible, the water of condensation may be returned directly to the boiler by gravity. This is a very simple and effective system but it is frequently maligned because the operators do not understand the necessity of maintaining a low pressure in the system. It will be readily apparent that a two-inch column of water may be dislodged by little more than one ounce gauge pressure, and when the seals are blown out there is trouble.

Two-pipe systems using thermostatic traps may be installed and operated like a system using water seal traps, but a reasonable excess pressure will not disturb the thermostatic element. For large jobs, a vacuum pump may be used on the return where thermostatic traps are used. The vacuum pump serves to draw the air and water out of the system and to pump the water back into the boiler.

The common troubles which occur in two-pipe systems are dirt collecting in the traps, the thermostatic elements failing to

function for various reasons, leaky seats in radiator traps and drip traps, all of which tend to allow steam to get into the returns of the system and cause trouble. Wrongly pitched pipes cause the same trouble noted for the single pipe steam system.

Managers must not have the idea that when heating apparatus has been installed, no further attention need be paid to it. Traps do wear out, particularly in the seats; the float traps in the cellar may become water-logged after a while. When systems are well designed, as they usually are, the house continues to be heated in spite of wornout apparatus, but at what cost! In many commercial apartment houses, which change owners and engineers quite often, adequate fuel records are rarely kept from year to year, so that increasing costs are not noted. Where they are noted, the cause is attributed to some mystery, or to an inefficient fireman, instead of to non-functioning apparatus. All traps, valves, pumps, etc. should be inspected and repaired or replaced once a year, preferably at the close of the heating season. It is also well to avoid the delays and higher prices usually prevailing in the fall of the year, when everyone wants to have his heating apparatus put in shape.

Measurement of heating is now done by means of a unit called the degree-day. One degree-day would be a period of twenty-four hours during which the average temperature was sixty-four degrees, its being assumed that no heat is required when the outdoor temperature is sixty-five degrees. Practically, however, degree-days are found for each month by multiplying the difference between the average temperature for the month and sixty-five by the number of days in the month. For example, if the average temperature during any given month is 34 degrees, then $65 - 34 = 31 \times 30$ is 930 degree-days. If the month had thirty-one days, then it would be 31×31 , or 961 degree-days. The normal heating season for New York City area has 5,231 degree-days, and it has been found that actual heating seasons will vary 20 percent either way from the normal, or a total of 40 percent if one very mild winter is followed by one very severe winter.

Having found the number of degree-days each month, the actual coal consumption each month should be divided by this

number of degree-days to find the tons per degree-day used each month. This figure is of real use; the tons per degree-day are comparable for every month and for every year, so that increasing tons per degree-day indicates a decrease in operating efficiency while a decrease in tons per degree-day indicates an increased operating efficiency.

DOMESTIC HOT WATER SUPPLY

The domestic hot water supply is usually insufficient. The rule for an adequate hot water supply is to allow forty gallons of hot water per day per person. The writer had experience with one housing project which supplied over sixty gallons per person, counting all children as persons, regardless of age.

Piping for the supply distribution of domestic hot water should be so connected as to provide a complete conduit from the source of supply to the branches to each fixture and back to the source of supply. In this way, the water will continue to circulate and hot water will always be present at each fixture when it is opened. This will obviate the need for drawing off water that is wasted while waiting for the hot water to arrive.

A hot water heating system is probably the most simple of all heating systems. Essentially, it consists of an apparatus to heat water at a central point. This may be a boiler in which the burning fuel is heating the system water directly, or it may be a heat exchange apparatus through which the system water flows in a coil and is heated by steam surrounding the coil. The piping system is practically the same as described for two-pipe systems, using steam as a medium for distributing the heat. The chief recognizable differences are:—

1. The supply mains pitch gently upward from the heater (since hot water tends to rise) which is the opposite of a steam supply main.

2. No drip traps are used on the mains or risers.

3. The return main is more nearly the same size pipe as the flow main.

4. No traps are used at the return end of the radiators.

Trouble with hot water systems is usually inherent in the design and installation. If a hot water distribution system operates satisfactorily when installed, it will operate satisfactorily for many years, subject only to the settling of the building causing traps (wrong pitch in the piping) called "air pockets."

Freezing is a real difficulty when room occupants open windows above radiators on cold nights and will occur only on a relatively large gravity type job where the fire is very effectively banked for the night. Normally, in a coal-fired job, although banked, the fire continues to burn at a slow rate and imparts sufficient heat to the water to maintain a slow circulation throughout the entire system. Where stokers or oil burners are used with hot water systems, it will be necessary to set the thermostat at a night temperature of approximately fifty degrees Fahrenheit, or the aquastat at one hundred degrees Fahrenheit so that when the respective temperatures drop to these points the stoker or oil burner will start combustion to maintain these temperatures.

The radiator valves used on hot water systems should always have an opening through which circulation may take place when the valve is closed tight.

Actually, the chief drawback to gravity hot water systems is that they are sluggish; in other words, containing a large volume of water, they are slow to heat up and to cool down. This difficulty can be eliminated by inserting a circulating pump somewhere in the main line of the distribution system, thus changing the system from the gravity type to the forced circulation type.

The manager who takes over a project equipped with a well designed hot water system is in a very favorable position with regard to heating. His only working apparatus will be the source of heat and possibly a circulating pump or two. Nowhere else in the entire distribution system will there be any delicate or moving apparatus to wear out or to get out of order. He will be able to supply the exact amount of heat required in varying weather because he will be able to supply water at temperatures varying from 90° to 210° Fahrenheit, as required.

REFRIGERATORS

The manager should investigate the possibilities in his locality of maintaining electric refrigerators. In some cases it is well to make a contract with a service company at a flat fee per box per year, or it may be found more economical to maintain a mechanic on the premises for this purpose all the year round.

The manager should know what refrigerant is used in his boxes and if it is at all poisonous or dangerous, he should have freely accessible the proper antidote or resuscitating apparatus for use in an emergency.

PLUMBING

The maintenance of plumbing, comprising the supply of hot and cold water, the various fixtures, and waste (soil) pipe lines to the sewer, is largely a matter of routine inspection and repair, and prevention of damage by admonishing tenants who may be misusing the apparatus.

Strainers with small openings in the kitchen sinks, bath tubs, and wash bowls will help to prevent clogged waste lines. Grease traps under kitchen sinks also will help. Single spout faucets, which allow hot and cold water to emerge as a mixture, will cut down the hot water load with certain types of occupants. The vents from the plumbing system which emerge through the roof should be guarded against stoppage. A blocked vent pipe will cause the water seal in the traps of fixtures on that stack to be blown out; as a result, sewer gas is free to emanate into the room.

For the care of plumbing fixtures, it might be well for the manager to obtain from the manufacturers of the fixtures in his project a list of scouring or cleansing agents which may be safely used without damage to the enamel surface. He might also recommend the use of these materials to the tenants. Also, he should obtain a list of chemicals that may be used safely to clean out pipes stopped up with grease and other such substances.

Illuminating gas as used in gas stoves, and the lines distribut-

ing them, should not be treated casually. Many people do not possess a keen sense of smell, and precautions must therefore be taken to prevent accidents. A periodic check-up by the management is advisable.

Managers should accept every offer made by consulting engineers to make surveys of the mechanical equipment in the buildings at no cost to the management. Even though such a survey may have been completed only the previous month, it must be kept in mind that there is a difference between the cleverness, awareness, and past experience of consulting engineers, and that technological advances are so rapid that within a period of thirty days some new device may have been perfected which can be used to advantage on the project, with worthwhile savings.

PART III: COMMUNITY ACTIVITIES

CHAPTER VIII

The Relation of the Management to the Tenantry

The multiple dwelling, no matter under what ownership and operation, presents the problem of urbanization in its most elemental and obvious form. Man is a social animal but there is a limit, soon reached, to the number of contacts and the degree of intimacy he can tolerate. When a dozen or a hundred families attempt to live under one roof, patterns of behavior develop which are totally unknown and unnecessary in a village with the same number of families.

This is true, whether we are considering the ten-thousand-dollar-a-year apartment on Park Avenue or the five-dollar-a-room flat in a slum clearance project. But there is a difference in the urgency of the problems created and in the manner of dealing with them. Ten thousand dollars a year will buy a degree of privacy which automatically solves most of the problems that simple physical closeness creates. Five- or ten-dollars-a-room per month, in the nature of things as they are, leaves the problems of unwanted intimacy untouched.

Indecisive and, in proportion to the need, small-scale as low-rental housing experience has been, both in Europe and in America, there are nevertheless certain basic principles of procedure well enough established to be worth learning. If it were possible to lay down a detailed set of rules covering every possible contingency in the administration of a housing project, a literate office boy could do the work, and no one would be studying the subject. This is to say that every manager will and must apply the principles of management according to his own nature. With this preliminary understanding, it will save time

if from this point on the subject is treated in an artificially dogmatic manner.

The manager of a functioning housing development will find himself faced with two types of problems in his relations with the tenants. On the one hand there will be the endless task of dealing with individuals and with family units; on the other, there will be the different, though related, job of dealing with organized groups of tenants. The nature of the second job, and the effectiveness of the manager's handling of it, will depend to a large extent upon how he handles the first.

In the first category, such questions will arise as what to do about a family in arrears in its rent, but with one or more members employed; what to do about a family in the same condition, but with no working members; how to secure the effective co-operation of the parents of an unruly child; whether circumstances justify demanding that a given family pay all or part of the cost of repairs necessitated by its misuse of facilities; how to pacify two families engaged in a long term feud; and so on.

With some problems of this type, the rules of the development may provide mandatory methods of deciding on procedure. In more cases the manager will be forced to decide which among many rules applies, and then probably will be allowed considerable discretion in the severity of its application. In still other cases it is probable that no applicable rules can be found; the manager will be thrown upon his own ingenuity and native judgment.

All these possibilities can be met adequately if two fundamental qualities are present in the manager's natural character, and if a few specific rules of conduct are followed.

Common sense—a certain maturity of judgment, breadth of experience, and health of mind, all comprising what is sometimes picturesquely called “horse sense”—is the first qualification of a good manager. The second, equally important, is that of uncompromising sincerity.

If mentioning these matters seems like laboring the obvious, it may be pointed out that the housing manager is in danger of

losing sight of the fact that he is dealing primarily with people, and only incidentally with materials, money, and the law.

The essential specific rules of conduct can be reduced to four:

First: Treat all tenants alike. There must be no favorites, no privileged group, no abnormal severity nor leniency. Wholly aside from any philosophical arguments for complete fairness, this rule is demanded by elementary practical necessity.

Tenants will ask special favors such as relaxing of rules in their particular cases or for a limited period of time—privileges not accorded to all. They will assure the manager that such special favors will be kept confidential and that it is therefore safe to grant them. Any manager who succumbs to this assurance thereby automatically starts gathering trouble for himself and needless discredit for his project. No special favor ever has been or ever will be kept secret for long. Those recipients who do not themselves boast of their privileged status will be observed by other tenants who will talk. Once this occurs, the confidence of the tenants is lost, and the relationship between tenants and management becomes strained and untenable.

Second: Fulfill every promise made to tenants. Those events which are referred to in certain legal documents as “acts of God” are the only excuse for failing to observe this rule.

The reason for this rule is, of course, obvious. Tenants in a low-rent housing project are not in the same free position either to move away or to have recourse to the law, in case of disagreement with the management, as those in more expensive apartments. They are dependent for fair treatment almost solely upon the good faith of the manager. Once this good faith is doubted, the tenants will naturally take up the weapons of passive resistance and subtle sabotage.

Third: Treat everyone courteously. Sharp, abrupt, or contemptuous treatment of the tenants, even when the subject in question is trivial or unjustifiable, will do as much to lower the morale of the development as will an actual failure to supply services.

Even such a relatively small matter as remembering to tip one's hat to the women in the buildings is important. A pleasant, even though brief, greeting to the men when one meets them

will be remembered to one's credit. And the children must be known, preferably by name, and spoken to cheerfully whenever they are encountered.

Before leaving this subject of basic rules of conduct, it may be well to say a word as to the manner of their application. The precise degree of formality or personal warmth which the manager will exhibit in his routine dealings with the tenants is too much a matter of individual character and life-long habit to be the subject of a rigid rule. Any exaggeration of formality which is felt by the tenants to be aloofness from them and their problems will be resented. The other extreme—undue interest, over familiarity—must likewise be avoided.

In this, as elsewhere in human relations, a rule of reason and a sense of proportion must be the ultimate guide. Tenants who are treated like sociological guinea pigs will soon resent it; those who are treated like the "one big happy family" of quack publicity schemes will shortly become unmanageable. The problem of finding the mid-point of balance between these two extremes is one that must be solved by each manager for himself and in his own way; but it must be solved.

An inescapable part of the philosophy of public low-rent housing is that the management assumes responsibilities toward the tenants which the private real estate operator has always been free to ignore. Any community that provides low-rent housing to some of its members does so in the expectation that it will thereby solve certain social problems and make some amends for deficiencies in the structure of social relations.

Some of these responsibilities are automatically discharged by the mere providing of rooms at a certain level of rent. Others are taken care of by the special facilities built into the development, such as play space and gardens. Still others will be taken care of by the rules and regulations of the project, the manner of enforcement of which has already been touched upon in the preceding section.

There is another variety of problems, however, which become housing ones, instead of police or individual problems, as soon as the project opens. These are the ones which, on the lower

economic levels, ordinarily are never solved, or are inadequately solved, or become problems for society to deal with punitively.

Personality clashes among the tenants will be a common source of difficulty. In the privately-owned tenement, these are settled either by the device of one tenant's moving away or by resorting to a brawl. Neither method is a solution in a public housing project.

Many such cases will be avoided or soon cured by the new living conditions in the project. With cleanliness and such pleasant environment as the project may afford will come also a somewhat more friendly attitude among the tenants toward each other. In a large-scale development, a certain amount of shifting about under the direction of the manager from one apartment to another will usually be possible. More important still, the organization of tenant's activities according to the principles discussed in the next chapter will to a degree eliminate serious friction.

There remain to be considered here the individual and family problems which must be handled, not on a mass but on an individual basis, by the manager.

There is the odd child, for instance, who seems unable to adjust himself to the group. It is the job of the manager to determine the causal factors or to know the agency which can best treat the situation. A feeble-minded child requires one sort of treatment, a sickly child another, a superior child another. In most urban communities there exist agencies for helping in all these contingencies, and the only problem of the manager is to spot the trouble and then to appeal to the right source for help.

The same is true with health problems which are serious enough to come to the attention of the manager. For reasons of poverty, ignorance, or lack of facilities, some of the families will be unable to take care of their own health properly. Not only as a humanitarian act, but in protection of the health of all the tenants, it is necessary for the manager to be aware of the existence of such situations and to know the available agencies for dealing with them. The management of the development should not attempt to set up its own hospital nor to

provide clinical services; it must be able to get quick action from the agencies already provided by the community.

These conditions apply with equal force to all the other services usually available in a city. A boy wants to know what school to attend to learn a particular trade; the economic head of a family wants to look intelligently for a job; a mother comes for advice about a daughter who is getting beyond her control. All these the manager need not be able to cope with himself, but he must know where to refer such people for help.

Thus far we have discussed the relations between the management and the individual tenants or the family units. Of a somewhat different nature is the relationship of the management to organized groups of tenants.

It is almost unthinkable that projects will be set up anywhere in the country which will not contain such groups. The tendency toward collective bargaining in all fields is so strong and so justified that it will be an occasion for more surprise and concern if tenants do not combine than if they do.

It is interesting to note what Park and Miller, noted sociologists, have to say on this matter in "Old World Traits Transplanted":

Organizations, beginning in the family and community, are the means by which men regulate their lives. The healthy life of a society always depends more on the spontaneous organization of its members than on formal legal and political regulations. It is only in an organized group—in the home, the neighborhood, the trade union, the cooperative society—where he is a power and an influence, in some region where he has status and represents something, that man can maintain a stable personality. There is only one kind of neighborhood having no representative citizen,—the slum; a world where men cease to be persons because they represent nothing. In the slum men live in an enforced intimacy, but they do not communicate.

What is required, then, is some understanding of the motivating forces behind organization, and a grasp of at least the elementary techniques of treating with organized groups.

Leaving for later consideration two principal exceptions, it

may be stated safely as a general truth that organization takes place when some one type of complaint becomes so common that a large number of people are simultaneously aware of their community of interest. In the nature of things, it is unlikely that there would be such agreement among a large number of persons if the complaint were not to some extent justified. Most people are too lazy, timid, or good natured to push a complaint beyond a half-hearted personal attempt to have the difficulty adjusted, unless they feel very strongly on the subject, and when a good sized group feels strongly on the same subject it is fair to assume that the matter warrants serious attention.

A positive good accomplished by tenant organizations is that they bring problems to the surface which otherwise would foster discontent without being subject to clear understanding and treatment. If the machinery for making complaints known is provided, people do not feel that their opinions are unwanted and despised, and they are much more likely to be reasonable in the nature of the complaints they register. Whether the process be called collective bargaining or something else, the psychological background for improved relations is clear enough. When tenants can deal as equals with the management through their own organization, they are simply being treated as adults with some voice in their own destiny, and will react accordingly.

The manager who understands this principle will accept the tendency to organize among his tenants. The manager who fails to understand the philosophy and potentialities for good of tenant organizations will, at the best, alienate the confidence of the tenants, and at the worst may find himself helplessly squeezed between a resistive board of directors on one side and hostile tenants on the other.

It would be telling only half the story if the possible disadvantages of tenant organizations were not discussed.

Two major types of danger exist. One is that the more exhibitionistic tenants will assume leadership and waste the time of both tenants and management in pointless and trivial disputes. The other is that clever and unscrupulous persons will manip-

ulate the organization for their own personal or political advantage.

In the first event, one of two developments will arise. Either the organization will become an instrument for mere bickering, and lack all the values it might have as described in the preceding section; or the soberer tenants will become disheartened at the futility of working under incompetent leadership and will allow the organization to wither and disappear. In the latter case, discontent will continue underground and may very well ultimately disrupt the peaceful operation of the project.

The only effective remedy against the dangers inherent in any form of organization is the sincerity and intelligence of the manager. He must win enough confidence from his tenants that they will be willing to listen to his advice. This advice must be candid and so patently in the interests of the project as a whole that the tenants will accept its full weight in their deliberations, without questioning its disinterested character.

The whole problem of dealing with tenant organizations is so much a matter of sympathetic attitude that it is quite impossible to lay down rigid rules. The ideal manager must therefore be something of a practical social psychologist.

CHAPTER IX

Recreation for Children and Adults

Public housing is an attempt to provide a certain number of people with decent homes rather than with bare shelter. One of the desirable attributes of a public housing project, therefore, is the opportunity it affords for recreation and social life of a variety and quality not ordinarily provided by the slum street.

This view of one of the functions of housing was agreed upon by the President's Conference on Home Building and Home Ownership. In volume III of its final report, "Slums, Large Scale Housing and Decentralization," page 97, the Conference records this opinion:

In the modern complexity of urban life, the home neighborhood must provide more than a mere shelter. Many functions are too directly related to the character and needs of the individual community to be performed capably or efficiently through the general municipal government. The care of the younger children requires an intimate relationship between play areas and parental oversight. The nursery school and other modern requirements are best organized on a community basis.

The necessarily low cost of construction in such a project precludes the possibility of providing enough room in the individual apartment for extensive entertaining and indoor recreation, even if the families could afford to carry out their own programs. Nothing is left except the provision of community facilities.

In its tentative report of December, 1931, the Committee on Housing and the Community of the President's Conference comments as follows on this point:

Serious results often occur when children can never play at home nor young people entertain their friends. So important is it

that members of a family should enjoy their pleasures guarded by that which makes for social control that the question of housing must take into consideration the provisions for the playtime of children and the recreation of grown sons and daughters. Moreover, if leisure presents the balance to work and the offsetting relaxation to our modern stress, every man and woman should be able to receive from the community recreational opportunities that will maintain the tone of mind and body. . . . It is in connection with the playtime of children that the slum is particularly dangerous.

In speaking on the subject of "Community Organization Within the Housing Estate,"¹ Clarence Arthur Perry of the Russell Sage Foundation had this to say, in summary:

. . . (the housing project) will contain a large number of children and youths in various stages and kinds of character development. Many of them will already be pretty spoiled, inwardly if not overtly and notoriously.

Now, take that collection of humanity. How is its younger generation going to be reared into an honest, industrious, and respectable adulthood? Will the spick-and-span new apartments do it? . . . Is it not evident that the only thing which will "do the trick" is the creation of a neighborly environment? The instruments required for this job, as has been said, are the common facilities, and the method is that of community organization. It is on the playground and in the social room, the auditorium or classroom that tenants will meet their neighbors and become acquainted. The extent of acquaintance of any one family will depend greatly upon the number and variety of the associations which its members join.

The mere act of setting up a housing project, giving it a special name, and populating it with a selected group of tenants, is going to create the basis for a community consciousness. Whether they wish it or not, the tenants are all going to have one common tie. They will realize that they all belong to, and are being benefited by, the same governmental undertaking. It will not do, however, to depend upon that consciousness alone, or largely, for the creation of the neighborly environment. It will

¹ Conference paper, National Conference of Social Work, Montreal, June, 1935.

help, but it must be supplemented by the needed common facilities and the organized promotion of their utilization. . . .

In conclusion, it should be pointed out that the neighborly environment is not merely a regulator of conduct. Throughout the ages, it has been the medium of mutual aid between family groups, as well as the encourager of individual talent and service for the common good. It is the basis of the bulk of healthy social life, and it is the atmosphere in which the apprenticeship for public service is most naturally served. The question whether our large municipalities can ever be freed from corrupt political machines probably depends upon the possibility of investing all their residential sections with a neighborly environment. This can be accomplished through wise city planning and general rebuilding. If the neighborly environment has these virtues, should it not receive, in budgeting the cost of public housing, as much weight as is now given to bricks and bathtubs?

The humane values of adequate recreational facilities need hardly be argued further; but the values to the administration of a housing project may not be so immediately obvious.

Anyone experienced in slum life knows that when the children in the streets have run through their brief repertory of legitimate play, they turn to less legitimate forms of expenditure of energy, ranging from simple hooliganism to the more elementary varieties of crime. Any agency which can provide enough forms of legitimate play to occupy them healthfully and socially throughout their whole play-time is doing as much for the community as for the children directly affected.

The public housing project is the logical agency to do this. More than any private welfare agency, it has a stake in the behavior of the children of the neighborhood; and because it is public it can assume a larger responsibility in co-ordinating the social forces of the community than can the private agency.

Finally, the manager of a housing project must, in sheer self-interest, take an interest in the recreational activities of the children in his development and in the neighborhood. If he does not, he will find himself faced with the problems of rowdyism and destruction which inevitably follow upon the absence of a program.

To a lesser degree, these considerations also apply to the question of adult social activities. Probably no adults will band together to throw stones through windows if they have no opportunity to play ping-pong; but the absence of a chance for decent social intercourse will be felt in more indirect ways. Intra- and inter-family quarrels are likely to be more common in an unorganized neighborhood, and it is certain that such a neighborhood cannot accomplish the positive good attainable through proper social organizations.

The experience of European and American housing ventures indicates that certain minimum requirements in the way of recreational facilities are essential to the success of any project, anywhere, from the very beginning.

In the United States there have been two major types of housing projects. There is the garden city type, which attempts to be a self-contained community with all the services of a complete community; and there is the straight urban apartment type, which attempts to provide no more than housing *per se* and those community services which are the simplest extension of the idea of housing. The one thing, besides mere shelter-space, common to both types is the recreation program, with its necessary facilities.

This program differs, in completeness and elaborateness, from one project to another, according to the money available for it and the philosophies of the founders; but it exists, even in the least venturesome.¹ One project has a completely equipped community center in one building, with all the indoor facilities under one roof and the outdoor spaces and equipment surrounding this central place; others have their facilities scattered about in convenient places within the apartment buildings, with the outdoor spaces contiguous to the indoor units or in one central area. The permutations and combinations of location are limited only by the topography of the development and the ingenuity of the designers, and are probably not important so long as the essentials are provided.

¹ See "Toward Fuller Living through Public Housing and Leisure Time Activities," by Abraham Goldfeld.

These essentials are well established and simple in nature. There must be rooms available for the use of tenants as meeting places, requiring simply chairs and a table or two. There must be rooms for the use of children of all ages and of interest-groups.

Outdoors, there must be space for free play, as well as the simpler equipment, such as swings, see-saws, and handball courts. These are the minima.

Beyond these elementary requirements, various developments diverge in their standards and in their methods of securing them. The principle governing this problem is admirably stated by Professor Frederic Thrasher of New York University in an article in "The Journal of Educational Sociology" for April, 1934:

A recreational program for the children of a given community, if it is to be scientifically valid, must be based upon a complete study of the leisure-time activities and needs of all children and all sections of such a community. Furthermore, and this is a prime essential, it must discover the relationship of recreational activities to other phases of community life. It must visualize, also, their proper integration with racial and nationality heritages and differences, with economic levels in the population, with occupational and religious groups, etc. . . .

Integration is the key to this passage and to the whole recreational program of a community. Not only because it is public, as previously mentioned, but also because it is the agency closest to the life of the people, the public housing project is the natural instrument for integrating the leisure time activities of its neighborhood.

If this vision of the rôle of the housing project in community life is even partly justified, it follows that the project manager must be fully acquainted with all the leisure-time facilities of the community and prepared to co-operate to the limit of his powers with the agencies about him. In some communities it may be that the housing project itself must supply all the facilities for a complete recreational program; in others it will fill in the gaps only.

Probably in most communities, the public school and other

public or private agencies will already have provided many of the larger requirements for a complete program. It would be wasteful, for example, for a housing project to attempt to supply a swimming pool or a gymnasium or a large auditorium for its own tenants if it were located in a neighborhood where these facilities already existed for the use of all. Even in a neighborhood where a new housing development takes the place of tenements demolished to make room for it, it is likely that a joint program can be worked out between the housing authorities and the local board of education or other public and quasi-public organizations, with a sharing of both the capital and operating expenses.

For those facilities to be included in the housing project proper, the following suggestions are important:

1. It is advisable to group together rooms for supervised indoor activities, in order to effect economy in supervision.

2. All daytime indoor activities should be provided for in such locations that they have a generous supply of daylight, and if possible, of sunlight. Rooms intended chiefly for use in the evening must be well lighted and ought to have many electric outlets for occasional use.

3. Adequate drinking water and toilet facilities should be provided.

4. Ventilation, either artificial, natural, or both, must be consciously provided for in all rooms, the small as well as the large, where groups are expected to congregate.

5. Closet and storage space should be adequate. Social activities demand a fairly large stock of supplies; and storage space will be essential for theatrical properties, folding chairs, and other pieces of furniture.

6. The amount of space allotted for social activities in a housing project should be much larger than that ordinarily required. New needs arise constantly, and no one can possibly foresee every type of facility that may be required. The construction of indoor space should be sufficiently open so that partitions can be set up or taken down at a minimum expense of time and money. Most of the individual rooms should be suitable for use by more than one activity. In a word, the whole layout should be highly adaptable to changing needs.

The public housing project faces an enormous responsibility in relation to juvenile delinquency. Rightly or wrongly, that fraction of the public which thinks about social problems expects better housing to do a great deal toward the cure and prevention of delinquency.

C. J. Ettinger, in "Radial Patterns in an Urban Community" (1929) says:

"The distribution of juvenile delinquents in the city of Pittsburgh shows a decided concentration of delinquents in the slum areas of that city." Says A. P. Drucker in his study of delinquency in Chicago entitled "On the Trail of the Juvenile Offender" (1912), "Nearly 90 percent of our County Jail population comes from congested districts where the neighborhood is bad." In New York City, the Committee on the Regional Plan¹ states:

It may be argued that bad housing conditions in themselves do not create criminals for it is true that many crimes are by those who have been brought up in good neighborhoods. But the gang organization and the incentive to youthful crime are born in crowded neighborhoods . . . where the character and quality of the badness, overcrowding, dark rooms and passages, lack of space for play in the open or within reach of the home—everything to nurture juvenile delinquency.

Although there is no evidence which would indicate a direct causal relationship between bad housing, as such, and juvenile delinquency, the high rate of correlation which has been observed for nearly a century offers a challenge to the management of public housing ventures.

Most of the literature on the subject of juvenile delinquency stresses particularly the fact that absence of adequate recreational facilities seems to be an especially important factor in the breeding of crime and criminals. Since this accords so well with the most easily observable facts, the point need not be further emphasized.

A very general description has already been given of the basic requirements for proper recreational facilities. Here it will be

¹ "Regional Survey of New York and Environs," Vol. 6, 1931.

best to consider some of the types of activities which may be undertaken profitably in the housing project. Obviously, children are the more urgent problem. If the program must be introduced slowly, on account of financial or other considerations, by all means permit the adults to shift for themselves for a while, until the children are well taken care of.

Probably the simplest and most immediately useful activities are those conducted in the game room. This should contain the equipment for all quiet games, such as checkers, dominoes, and for the semi-active games involving small groups, such as puff billiards. These games require a minimum of supervision, are liked by practically all children, and accommodate a large number in a relatively small space.

The next step, which should be taken early, is to organize, or permit the boys and girls themselves to organize, clubs of several varieties. These may be simple social clubs, formed merely on the basis of friendships already existing; or they may be groups formed for some specific purpose, such as for the production of little plays, the study of cooking, sewing, or music, or for hiking.

One of the most valuable organizations which the older boys and girls may form would be one with the purpose of publishing a newspaper for the project. In almost any development there will be a few boys and girls with some ability to write. They can be made both useful and happy by giving them the means to act as disseminators of project news.

From this point onward, the program will almost form itself. All that is required is the space to grow and intelligent leadership. Both of these the project must provide.

Either simultaneously with this growth of the children's program or as soon after its beginning as proves feasible, adult activities should be started. Interests of adults are likely to be much more diverse than those of boys and girls, so that the danger of imposing an unwanted activity upon them is correspondingly greater. For this reason it is wise to go slowly, making it clear that the opportunity exists for adults to organize into whatever type of groups they wish. Space is probably more

important in this branch of the recreation program than is leadership, at least at the start.

One project may turn out to be predominantly serious-minded and inclined towards forums and discussion or study groups; another will evince no interest in anything graver than a bridge club. Beyond a gentle reminder of other possibilities, it is not the business of the manager to force the tenants to take up pursuits other than those they spontaneously desire. When and if other intentions make themselves known, the manager, of course, must be aware of all the agencies which can help in their accomplishment.

In this way theatrical groups may form, or study groups, or music clubs, or financial self-help groups, or even elaborate consumers' co-operatives. Throughout the formation of any such activities, the manager should be available for frequent consultation and advice.

The cost of providing recreational and social opportunities for the tenants of public housing projects is a factor which naturally leads those unconvinced of the value of these opportunities to label them frills.

Community organization is an important part of the whole job of providing decent housing, and those most intimately concerned with it should not be afraid to face and defend the costs. Undoubtedly it will cost more to make a development into a neighborhood than it would to make it simply a sanitary barracks.

The next cost is the negative one of allocating rentable areas from the total space to be rented. In figuring for the Williamsburg project in New York City,¹ the space equivalent to one rentable apartment for each 150 apartments was allowed for social uses. This amounts to the loss of three-fourths of one percent of the total revenue from rents, a figure somewhat lower than the ordinary loss from vacancies, even in low-rent projects.

The next cost, still prior to actual use of the communal facil-

¹ "Report of the Sub-committee on Community Activities to the Cooperating Committee on Management." New York City Housing Authority, August, 1935.

ities, is the capital cost of installing apparatus and equipment. Here also the amount and kind will vary so much from city to city that it is a waste of time to try to estimate it. That it will be fairly high is to be expected. The plain duty of those responsible for the setting up of projects is to build up an informed public opinion to support such expenditures.

All of these costs so far mentioned are in the nature of non-recurring expenses. The only large continuous operating expense will be for personnel to carry on the work of leadership in community organization. Here it is difficult to present accurate figures because of the varying sizes of the projects. Again referring to the Williamsburg project estimates, it might be suggestive to point out that a cost of about a dollar per room per year was arrived at to cover the salaries of all full and part time workers.

It may be assumed that some community organizations will be self-sustaining by means of membership fees and income from space rented. It would be inadvisable, however, to attempt to make all social activities pay their own way in this manner. Instead, the bulk of the cost must necessarily be included in the rents, and nothing is gained by blinking at this fact. To what extent the tenants should be informed of this fact is a subject for the individual manager to decide. The principle which should guide the manager is that tenants have a right, in general, to know to what use their money is being put.

Some projects have found it possible to reduce the total personnel cost very considerably by the use of volunteers from among the tenants and from agencies in the community. This practice is excellent when and if it works, but it has some very clear disadvantages. First among these is the relative instability of the staff when any considerable fraction of it is not obligated by financial ties to carry on work regularly and on a high level of performance. It is better, if such a choice need be made, to get along with a smaller professional staff. Inefficiency is too often a quality of volunteers and managers should bear this in mind.

There seems to be no good reason for refusing to take advantage of opportunities offered by such temporary organizations

as the Civil Works Administration or the Works Progress Administration, so long as the tenants understand exactly who is paying the bills and how uncertain is the life of such plans. In the same way, public school facilities, either of space or personnel, may be utilized so long as the tenants understand that there is no Santa Claus involved. The important point is that the tenants must be expected to behave in an adult way in regard to whatever services they may find available.

One special phase of the manager's community problems deserves separate mention. In any sizable development the probabilities are that there will be at least a few subnormal children. Unless such children are recognized and properly cared for, they are likely to disrupt the entire children's program. The basic requirement for handling them is not so much special psychiatric training as a mature and sympathetic understanding of child nature in general.

It is not enough, however, to take precautions against the intrusion of subnormal children into the activities of the normal children. Positive provision for their recreation and care must be made. Extra trouble taken in behalf of such children will be repaid in a hundred direct and indirect ways. One obvious result will be the saving of property from destruction.

Normal children, too, will require a certain amount of discipline. A fundamental principle in dealing with this problem is the avoidance of either threats or promises which are not carried out to the letter. If the general social program is successful, the most potent punishment for a serious infraction of reasonable rules would be exclusion from activities for a period proportionate to the gravity of the offense. But neither this nor any other form of punishment may safely be used too often, since it soon loses its efficacy.

CHAPTER X

Housing and Family Life

by

MARIE WHITE AND LOUISE STANLEY

Housing contributes to the social development of a community through its influence on family life. It should contribute more than physical protection for the family; there should be built into every housing development not only those things which make for convenience of living, but every part of the plan and its management should be evaluated in terms of its influence on the family. This idea was expressed by Isabel Bevier ¹ in her book on the house, published in 1907:

All this thought and care then is to be expended upon the house, not only that it may be a comfortable and convenient workshop for home industries, but also a place in which child life may develop among artistic and beautiful surroundings, and that it shall at the same time serve as a place of rest and inspiration for the older members of the family.

This same idea was amplified by Martha van Rensselaer in her report on Housing and Family Life made to the President's conference on Home Building and Home Ownership:

Never before, on the other hand, has the house had greater opportunities to play an active part in promoting happy family life and in furthering the growth of the different family members. We look to the house of today:

To provide a background of peace and security so that the members of the family may relax from the strain of modern life outside.

¹ "The House: Its Plan, Decoration, and Care," by Isabel Bevier. Chicago-American School for Home Economics, 1907, p. 224.

To provide for privacy—the refuge where one can be alone and indulge one's own desires in meditation, reading or following an avocation or hobby; for without such privacy there can be but limited use of the leisure which is, or should be, the gift of this machine age.

To provide an environment where the members of the family may enjoy one another's companionship, where their affectional needs as human beings may be satisfied.

To provide opportunity for social contacts—a place where all members of the family, both parents and children, may entertain friends.

Thus, the demands upon the house of today are many and complex. It must provide for the group life of the family, for companionship and the doing of things together which are so important a part of home living. It also must provide opportunities for each member of the family to function as an individual within the group, to develop judgment and initiative, to exercise his 'instinct of workmanship.' There must be a fine balance between facilities for family participation in work and play and facilities for the individual to carry out his own plans and desires. Only thus will the house serve our present-day needs.

Even though a family may live in an expensive, beautifully furnished dwelling, it does not follow that its members will be happy. Some families, with all the resources that money can buy, never create a true home atmosphere. Others can achieve well-being and contentment under the most adverse circumstances. But the home is a potential source of aid.

If housing is to make this contribution it must be planned to meet the family needs. The physical needs will vary with the size, composition, and patterns of family life. In addition to this, the recognition of variations in family philosophies and living habits, and the adaptation of housing standards and facilities to these insofar as possible are important factors in successful housing. The following section has been prepared to point out to prospective housing managers the importance of housing as a factor in satisfactory family life as well as healthful living, and to indicate briefly some of the important ways in which housing may influence the family living.

Housing should contribute toward the economic security of

the family. If it is to do this, there must be a satisfactory relation between the family income and the rent paid.¹ Satisfactory housing for low income groups has not been developed as yet, except through subsidy. Where there must be subsidy it must be so handled as to promote and not undermine. It is most desirable that, insofar as possible, housing costs be brought down to such a figure that the family can pay rent and that rent will not take an undue portion of the income. This means money must be made available at lower interest rates and more thought be given to lower construction costs.

The contribution housing can make to the social security of the family is equally important. Economic security in itself tends to promote social security. If wide social, economic, or racial differences are avoided in the community groups, greater emotional and social security is likely to develop among the families housed there, and especially among the children. Dr. James S. Plant, in his studies of delinquency, points out the close relation between delinquency and the inferiority which he feels resulted from too marked difference among the families in the immediate community.

Tensions within the family are lessened by planning houses to meet the needs of family living and by satisfactory adjustment of the families to the housing units available. This means (1) planning of the houses with the size of the family groups and the needs of different age groups in mind, (2) making provisions for efficient conduct of the necessary activities, (3) providing adequately for social and recreational interests both in the house and in the community, and some opportunity for following avocational interests.

TYPES OF NEEDS

Rooms for sleeping and dressing vary directly with the size of the family. The number of rooms required will range from the one room for sleeping required by a family of two to a sufficient number to provide sleeping space, for not more than

¹ Income Distribution and Family Expenditures for Housing, "Home Ownership, Income and Types of Dwellings," The President's Conference on Home Building and Home Ownership, 1932, page 58.

two to a room (ideally one room to each child), with a minimum of three rooms that can be used for sleeping when there are children of both sexes. Sleeping rooms may be small, but should be well ventilated and should provide adequate space for dressing and storage of clothing. In some climates sleeping porches may be provided to advantage.

There should be a minimum of one full bath for a family. This should provide wash bowl, toilet, and shower bath. Even where a tub is provided, a shower is also desirable. In a large house or in a two story house, an additional toilet and wash bowl should be provided whenever possible, located on the floor not having a bathroom. (For a farm family, some means of washing is desirable near the rear entrance for the convenience of the out-door workers.)

Of the work areas, the kitchen is most important both because well prepared food is essential to health, and food preparation takes so much of the housewife's time. Arrangements that decrease the time, cost, and efforts involved in preparation of food contribute not only to physical health but to the emotional comfort of the family which results from smooth-running household machinery and an absence of the friction and tensions due to inefficient work.

The size of the kitchen will be determined by what it is to include. The work area in itself can be fairly well standardized in accordance with the utilities available and will vary little with family size, except as larger equipment and storage become necessary. The storage space for materials, utensils, and dishes required will be increased by family size and habits of living; these should be considered in planning for adequate storage arrangements. These latter will influence the space used for the work area. If the family is to eat in the kitchen, that portion of the kitchen so used must be planned in direct relation to the number of persons the housing unit is to accommodate. If space for eating is provided in the kitchen, it should be at one end so as not to interfere with the convenience and light of the work area itself.

The social life of the family tends to develop about the dining and living areas. The two may be developed as one room or

separately. The dining area should be adequate for all the family to be seated at once. (Space for extra guests is desirable.) It may be provided in the kitchen, in a separate room, or in the living room. Where economy of space is important, there should be no duplication of eating space; the area used for this purpose should be so located as to supplement either the kitchen or the living space.

One room for "living together" should be available. This would provide meeting space for the family and friends as well as opportunity for quiet recreational features for the different age groups in the family. Family recreation has an important part in strengthening family ties and loosening family tension. The part family recreation plays in the development and recreation of children was described in one of the reports of the White House Conference on Child Health and Protection as follows:¹

Within the family the child naturally finds intimacy and affection that provide a sense of security and emotional tone in his life. Family jokes, games, social customs, celebrations, and festivities shared in common strengthen the affectional bonds and contribute to the stability of the child. In such activities, he experiences the enjoyment of seeing the members of his family as human beings, interesting, likable, amusing, companionable, and not merely cooks, nursemaids, lawyers, artists, doctors, and school children bent on the accomplishment of their serious daily tasks. Recreation loosens tension and provides relief from restraint. Each member of the family finds in it an opportunity to be at ease in his enjoyment, free from the necessity of being anyone but himself. Aside from the opportunity for learning first-hand certain useful qualities like unselfishness, honesty, and good-sportsmanship, family recreational activities are a regenerative influence in contacts with the outer, more impersonal world.

The needs for laundry facilities vary widely from community to community. Every dwelling unit should have some place where garments may be washed. Where a separate area is not devoted to a laundry, it can be provided by a laundry tray in

¹ "Preliminary Committee Reports of the White House Conference on Child Health and Protection," The Century Company, New York, 1930, p. 132.

connection with the kitchen sink; this is not recommended when all the family laundry is done at home.

Laundering is the most disagreeable side of home work if the number of washing machines purchased is used as a measure. Some community facilities for laundry work should be provided where commercial agencies do not provide service of good standard and at a price within the reach of the housing development. The form this should take varies so much that a general statement is impractical.

Order is promoted by provision of adequate storage space satisfactorily planned. The needs vary with families of different sizes and particularly with location and ways of living. The following fairly comprehensive list of desirable storage areas is offered as suggestive:

- Clothes closets
- Coat closets
- Linen closets
- Out of season bedding storage
- Bathroom closets and cabinets
- Cleaning closets
- Laundry closets
- Food storage rooms
- Sewing closets
- Living room closets
- Trunk and furniture storage
- Out-of-door equipment storage.

The manager is directly interested in the regular payment of rent and indirectly interested in such business management in the families as will contribute to this end. Space for a desk or table in the kitchen, dining, or living area to be devoted to the family business of keeping accounts and records of expenditures is a good investment in promoting better management.

PROMOTING GOOD HOME MANAGEMENT

The housing manager is interested in seeing that the homes included in the project are well managed since good management of the individual homes contributes in no small degree to

the success of the project as a whole. Efficient care and orderliness of the exterior and any common areas of the housing unit, and the development in the occupant of a feeling of responsibility toward these, serve to set standards for the family housekeeping. The necessity for certain sanitary measures, and the participation of the occupants themselves in drawing up the regulations required safeguard these and offer another opportunity for education. The setting up of policies and the carrying out of programs which will be most desirable for the community must be initiated and carried out by the families themselves. The community will be no stronger than the families which make up that community.

Ease of care should be considered in planning housing. Simple lines, no ledges and cracks to catch dust, and washable finishes, all contribute to this. In addition, the management can well provide (covered in the rent or on a rental basis) certain pieces of equipment which facilitate house care, but are not used often enough to justify purchase by individual families. Vacuum cleaners and floor scrubbers or waxers are especially useful. They not only simplify work and improve work standards, but the working out of schedules for use offers opportunities for suggesting the desirability of work plans.

The cost of upkeep of housing can be materially decreased by better care of the house and its equipment. If care can be rewarded by a decrease in the rent during one month, or if a charge is made for services needed as a result of lack of care, an additional stimulus to better housekeeping is offered.

If it becomes apparent that the tenants need help in the techniques of better housekeeping, the demand for such instruction can be developed and met through use of some of the home economics agencies listed on pages 160 and 161. The help may be given through group discussions among the interested tenants, or classes offered by visiting housekeepers, the home economics teacher, or in rural areas the home demonstration agent.

Especial effort should be made to develop in the children of the project a feeling of responsibility in the protection and appearance of the premises. This job is simplified if adequate play space with some supervision is provided, and easily accessible

storage places for outdoor equipment are available. Such arrangements not only will help to establish orderly habits in the children but will develop in them a desirable community spirit, a feeling of responsibility toward community efforts, and, in cases where the children have not contributed to the family work, will help them to see their responsibilities as members of the family group.

In some areas the control of household pests may be a problem. Here prevention is far more important than cure, and can be handled best by education. Simple pamphlets from the Bureau of Entomology, U. S. Department of Agriculture, should be useful.

The management is responsible for the collection of waste, which must be handled regularly and at such times as will offer least objectionable features. Methods of collection should be discussed with the tenants, and definite directions for handling materials for collection be provided, as well as a schedule of times for collection. This will vary widely with communities and with the season of the year, and may need to be modified from time to time. In all cases, there should be some arrangement for disposal of wastes in emergencies.

RELATION OF HOUSING TO THE FAMILY BUDGET

At first thought, the management may seem to have no interest in family money management or family budgets. If housing projects are to "pay out" and at the same time meet the needs of particular income groups, they must be planned with the families' "ability to pay" in mind. What the family can afford to pay for housing can be determined only by knowledge of the income on the one hand and probable expenditure pattern or budget on the other.

Buying a house or maintaining the rent on a project may necessitate an adjustment of spending patterns and a sacrifice of values considered more important by some members of the family group. Any help that can be given in preliminary conferences for the selection of tenants to help the family see expenditure-planning as a family problem will make for better

family adjustment and greater security for the project as a whole.

Certain purchasing problems may be simplified by group handling. If the occupants are organized co-operatively, large-scale purchase will help decrease living costs. In any case, milk, bread, and certain other staples may well be purchased jointly to lessen delivery costs. Such purchases should be made on the basis of grades or definite specifications, not only for the immediate protection but also for the education of the consumers. It would be useful to have information about consumer goods and services available in some central place, possibly in the office of the management.

In some cases the family may need help in methods of keeping family accounts. Such help might well be offered by the management through suggestions of simple methods of keeping accounts, or even by the provision of account books to be used in connection with the rent collections.

CO-OPERATIVE ENDEAVORS

On every project certain of the functions of the individual homes may be taken over or supplemented by co-operative endeavors. These must be foreseen when building the project, so that space and equipment can be provided. Certain co-operative activities may be supplied by the management and covered in the rent; others may be provided by co-operative agreement among the tenants themselves, in consultation with the management, and paid for by the tenants with either cash or time, in accordance with a plan agreed upon by the co-operator and approved by the management. The following are suggested:

- Child care and training projects
- Recreational facilities for both adults and children
- Shops for avocational work
- Laundry
- Baking
- Other food preparation services
- Heavy cleaning
- Sewing

Food preservation and storage
Food production
Refuse disposal

Well-developed co-operative endeavors should have both economic and social value. They make possible more efficient equipment and services than could be available to individual families; they offer opportunity for improving the standards for services available, with lessened time and money cost; they make available specialized employment to certain members of the group. Certain parts of such activities would offer employment opportunities for older women in the group not regularly employed and not having full time family responsibilities.

Co-operative effort may be an important factor in developing a strong community spirit.

SOURCES OF HOME ECONOMICS INFORMATION AND SERVICE

Large housing projects may find it desirable to include a home economist on the management staff. The services of such a specialist more than justify the necessary expenditures. On projects with small staffs, the management may or may not include someone who has had training in this field; in any case, the management should have knowledge of sources of such information and service. The following are listed with this in mind:

STATE UNIVERSITIES, COLLEGES AND EXTENSION SERVICES

In each state there is an extension service associated with the state college. These have useful bulletins for educational purposes; in many cases the services of the home demonstration or agricultural agent or the boy-and-girl-club agent are available. Many states also have specialists in food and nutrition, in household management and clothing, and in parent education associated with the extension service. While these specialists primarily serve rural areas, their services may occasionally be had for special instruction of discussion groups. Full information in regard to this may be had from the Director of Extension at the state college in each state.

PUBLIC SCHOOL SYSTEMS

Frequently help may be had from the local home economics teacher, and arrangements made for special classes in home economics on the project. For information as to the possibilities in any locality or state, get in touch with the local superintendent of schools or supervisor of home economics, or the state supervisor of home economics.

WELFARE AND PROFESSIONAL AGENCIES

For low income families, the state relief administrations can help in educational programs, sometimes through visiting housekeeping service organized under the Women's Works Division. If there is an associated charities organization, information may be obtained from it as to visiting housekeepers or nurses whose services might be available for an educational program. The state and local home economics, dietetic, or nursing associations may be helpful in locating suitably trained co-operators.

FEDERAL SERVICES

Special bulletins from the Bureau of Home Economics, the Public Health Service, and the Department of Labor are useful. Lists of these are available.

PART IV: THE MANAGEMENT PRACTICES OF NINE HOUSING PROJECTS

INTRODUCTORY NOTE

The nine limited dividend and non-profit housing projects, studied from the standpoint of administration and described in some detail in the following chapters, are located in the eastern and mid-western parts of the United States. They are all large-scale enterprises accommodating from a little over one hundred tenants (at Project B) to more than six hundred tenants (at Projects D and H). This fact is of interest for several reasons, the most important being, perhaps, that economies in operating expenses, possible in large developments, are difficult to realize in smaller set-ups, and a number of such economies are indicated in the project texts. A second point of interest concerns the organization of social and recreational activities; clearly the opportunities along this line are greatly enhanced in large-scale developments. It is generally conceded that the possibility of developing a successful community program within a housing project is dependent, to a very large degree, on the number of families resident there. The greater the number of persons residing under one roof (or management), the greater the chances that groups will be formed with enough interest and spontaneous leadership to make a recreation program worthwhile.

By special agreement with the managers of the several developments, the name of the project is omitted from the chapter in which it is described and each project is designated throughout by a certain letter, as Project A, B, C, D, E, F, G, H, or I. In the Note of Acknowledgment, however, which is part of the INTRODUCTION to this book, a list of the developments is given, together with their location and the names of the managers interviewed.¹

¹ While several of these projects are not considered "low-rental," they were studied for this volume because their management practices, in general, serve as valuable precedents.

At the beginning of each chapter there is a brief introduction which attempts to describe some of the physical characteristics of the enterprise. It is hoped that this data, abbreviated though it may be, will enable the reader to visualize, to some extent, the type of development under discussion and its essential features as a dwelling place. A number of other pertinent facts, such as class of tenantry, rental conditions during the depression years, and recreational equipment, are also recorded. All the information concerning a given project was obtained directly from some member of the management staff or from published literature, and has been reviewed and approved for publication in this volume by the manager of the development.

Each chapter is divided into the following topics: Selection and Placement of Tenants (with some notes on Advertising and Publicity); Rules and Regulations;² Management Organization; Legal, Accounting and Statistical Practices; Building Maintenance, with subdivisions on The Interior and Exterior Premises, Routine Services, Repairs and Replacements, Special Equipment and Services; and Community Activities.

If the sections on building maintenance in the nine chapters were integrated, a number of significant facts would be revealed. For example, at each project a number of special services, such as periodic exterminating, repainting of apartments, washing of window shades, etc., were furnished at regular intervals as necessary accommodations to the tenants; individual telephone service, on the other hand, was nowhere supplied, while garage service was included in but three of the projects, two of which accommodated families of moderately high income. It is clear that such facilities are necessarily limited to developments which cater to families of a higher economic level than is either anticipated or desirable in public projects.

The data on repairs and replacements indicates that those repairs required after the passage of several months, generally as a result of poor construction or cheap materials, constitute a persistent problem for managers. It suggests, further, that it is essential for managers to be acquainted with the various remedies involved, particularly those relating to roof and exterior brick

¹ See also Chapter XX.

leakages, buckling floors, bulging walls, ceiling cracks, etc. The list of references on building materials and supplies which follows Chapter VI, together with their sources of distribution, may be helpful as a starting point for future managers unfamiliar with this phase of the subject. Housing managers would do well to keep posted on the informative literature published by the National Bureau of Standards, from time to time, covering various aspects of building construction and maintenance.

The kind of equipment furnished and the special services rendered at the nine developments vary in some respects, but not markedly in essential items. The time of original construction of the buildings and the class of tenants for which they were erected undoubtedly played an important part in determining the kind of equipment installed. It is of interest to observe that such facilities as combination sink and tub in kitchens, and clothes-drying racks of wood and metal were included in most of the projects; window shades and keys were furnished in all cases, and garbage holders in some. In former years, much of this equipment was omitted in apartments of even moderate rentals, and the tenant was required to purchase many items absolutely essential to decent housekeeping. This change in custom indicates that tenant-demands are by no means static; that future dwellings may have to include many new facilities to satisfy the ever-changing and ever-increasing number of consumer wants.

Other modern devices, such as electric washing and mangle machines in a central laundry, are also rapidly becoming popular attractions in large-scale developments. Although many of these are beyond the range of low-rental enterprises, it should be remembered that families of low income generally pay for coal and ice and, in large numbers, send their laundry to the wet-wash (where there has been an enormous increase in business during recent years). Such factors should be taken into consideration in calculating the rentals that these families can pay.

There are, of course, many varieties of modern household equipment on the market which, if installed in the new housing, would not only reduce the inconveniences of housekeeping, but would add enormously to the comfort of the home. One might



The Phipps Garden Apartments, Woodside, Long Island, New York. View looking east through the gardens, which are enclosed by the buildings.

justifiably suggest that no new living quarters should be constructed without these commodious devices—mainly electrical—but this is more of an ideal vision than a practical possibility under present conditions. Where rentals must be kept down to a minimum, as in public housing projects, and where each item in construction and equipment naturally affects the per room rental, only such facilities which are regarded as basic necessities, today, can be considered. It is to be hoped, however, that every modern convenience which makes for budget and labor economies in the long run, and which are within the range of low income families, will be included in the new housing.

COMPARATIVE CHART—NINE HOUSING PROJECTS
1934-35

<i>Project</i>	<i>Date Completed</i>	<i>Average Rental (June, 1935)</i>	<i>No. of Apts. and Rooms</i>	<i>Size of Staff</i>	<i>Community Facilities</i>
A	1931	\$15.25 per room per month	344 apts. 1200 rooms	14 regular 5 additional (in season for painting, etc.)	1 small playground 100' x 100' 1 social room (used as kindergarten in the morning) 1 indoor nursery
B	1928	\$7.67 per room per month	113 apts. 435 rooms	5 full time 2 part time	Game room 24' x 50' Club rooms 33' x 24'—26' x 32', 20' x 37'—10' x 19', Auditorium 27' x 45' Roof play space 230' x 10'
C (One unit)	1929	\$9.41 per room per month	165 apts. 670 rooms	7 regular	Small playground 3 recreation rooms 1 social hall 1 large playground 50' x 100' opposite buildings
D	1927 1932	\$10.12 per room per month	630 apts. 2441 rooms	20 for apts. 15 for stores (cooperative) Plus extras in painting season	1 playground 1 library 1 club room 1 auditorium 1 lecture room 1 kindergarten room 1 school room

COMPARATIVE CHART—NINE HOUSING PROJECTS
1934-35

E	1928	\$12.95 per room per month	536 apts. 2392 rooms	47 regularly Additional in busy painting season	1 playground 2 play rooms 2 club rooms Large athletic field
F	1932	\$9.75 per room per month	56 5-room houses 59 6-room houses 14 7-room houses	16 regularly Extras according to sea- son	Small playground Community clubhouse 2 tennis courts
G	Between 1912 and 1917	\$4.97 per room per month	441 apts. 1557 rooms (104 white ten- ants, 337 Negro)	3 regularly 9 part time and occa- sional	Assembly hall on Negro properties Social rooms on Negro properties Small playground on Negro properties
H	1929	\$10.57 per room per month	628 apts. 2908 rooms	40 (average)	Auditorium Playground 60' x 150' 2 indoor playrooms 5 apartments and 2 stores used for progressive school
I	1928	\$10.40 per room per month	421 apts. 1657 rooms	36 regularly 53 in busy season (Some part time)	Social room 24' x 26' Playgrounds 48' x 36' 4" and 161' 4" x 50' 6" Garden Roof—nearly a mile Solarium 15' 6" x 43'—17' x 55' Nursery school (two units)

CHAPTER XI

Project A

A Garden Development for White-Collar Workers in Greater New York

Project A is located in an outlying section of New York City. It was erected in 1931 by a housing foundation established in 1905 to build model apartment houses.

This development is two blocks long and one block deep. It consists of twenty-two buildings, six of which are elevator, with thirty-six apartments each, and sixteen walk-ups with eight apartments each. The buildings are constructed around the perimeter of the plot and enclose a beautiful landscaped garden.

Both elevator and walk-up buildings are of semi-fireproof construction. The apartment sizes are as follows: twelve two-room; thirty-three one and one-half-room; twenty-two two and one-half room; sixty three-room; twenty-nine three and one-half room; 158 four-room; twenty-eight five-room. The average rent is \$15.25 per room per month.

About twelve hundred persons of the middle class group (clerks, teachers, nurses, municipal employes, etc.), dwell here. A census taken when there was an occupancy of 318 families showed 182 children under eighteen years of age.

The management does not sponsor organized social activities, but a good-sized social room has been set aside in the basement for club meetings and other affairs which the tenants themselves may wish to conduct. In 1933 the management invested a little over \$500 in nursery and playground equipment. On the whole, the proportion of expense for social activities as compared with the entire operating cost is almost negligible. Tenants pay a nominal fee to maintain a nursery supervisor.¹

¹ See end of each chapter for detailed discussion of Community Activities.

SELECTION AND PLACEMENT OF TENANTS

Great care is exercised in selecting tenants. Applicants must fill out a card giving the following information: full name; phone; present address; period of residence; present rent; employer's name; employer's address; how long in present employ; occupation; citizenship; birthplace; married (yes or no); boys: ages; girls: ages; number of wage earners; number of people to occupy apartment; how applicant learned of development. References (two): name; address; phone. The reverse side of the card is used for office information when the applicant becomes a tenant and contains the following data: tenant; house; apartment; lease commences; rent; lease terminates; remarks. These cards are filed alphabetically.

References are carefully checked, employers being regarded as one of the best sources. A prospective tenant is interviewed by the resident manager (a woman), and is judged partly by his appearance and manner. If there is any doubt in the mind of the interviewer, an office assistant is sometimes sent to visit the home. If the applicant seems to anxious to get in, additional care is exercised in checking up references. A good real estate motto is "When the tenant is in a hurry, I'm not." The agent tries to judge whether the applicant and his family would make desirable neighbors to the present tenants; he refrains from renting to such as might be objectionable in this sense. The economic status of each family is carefully investigated. The earning capacity, above ability to pay the rent, is not the concern of the management, nor is the matter of number of children. Social agencies are not consulted because the type of tenant accepted is of a higher economic status than those generally known to such agencies.

In walk-ups, families with children are separated from those without to avoid complaints from childless couples about noise. In elevator apartments this has not been done. No inquiries are made by the management concerning the health of tenants as it is assumed that this class of tenant knows what is best for itself. Overcrowding is not permitted, about one person to a room being the standard the management wishes to maintain.

A card file consisting of the names of applicants constitutes a permanent waiting list. Notices are sent out when vacancies occur.

Two-room apartments have been in demand in recent years and tenants who wish to change their apartments are given moving preference.

ADVERTISING AND PUBLICITY

When many vacancies occur, advertisements are placed in the classified columns of newspapers; also, special letters are sent to the personnel departments of large corporations, suggesting that they might be interested in having their employees recommended to healthful living quarters. The most valuable advertising consists in recommendations by tenants to friends. It has been found that 50 per cent of incoming tenants come through that source.

Printed folders and bulletins describing the development are distributed occasionally.

Experience shows that newspapers are very co-operative in the allotment of space for news items concerning innovations or new services, major alterations or additions. Such news articles, if properly written, create a great deal of popular interest in the project.

RULES AND REGULATIONS

The only written rules and regulations are those appearing on the back of the standard form of apartment house lease used in this city. The class of tenant resident in this project is largely familiar with the social proprieties, and the management does not consider it necessary to distribute a separate set of regulations. When a tenant commits an obvious offense, his attention is directed to the rules which appear on the lease.

Fire escapes are inspected periodically for obstructions. Halls, roofs, courts, and other public parts of the building are cleaned by the porters. Tenants are expected to co-operate in keeping such spaces clean, and generally do so, but there is occasional carelessness, such as the dropping of papers or fruit peels on the garden walks. Members of the staff remove such refuse

immediately upon observing it. Tenants are forbidden to keep carriages or perambulators in the hallways; four perambulator rooms have been provided in the basement and each tenant is assigned a private stall with lock and chain for carriages and velocipedes. Tenants desiring access to these rooms are given a key which opens no other door and for which they must pay a small deposit. There are no dumbwaiters in the building and therefore no rules for their use; likewise there are no special entrances or elevators for deliveries.

Boarders and lodgers are not regarded as the concern of the management, but when application is made, if overcrowding is indicated by size of family in relation to apartment size, the applicant is advised to look for larger quarters. Only one person in an apartment to be occupied by more than one signs the lease and is entitled to have his name listed on the central directory. If an extra person lives in the apartment, the name may be included on the directory upon payment of a small fee.¹

The management takes no part in reporting cases of infectious diseases; private doctors called by the family are expected to attend to this matter.

MANAGEMENT ORGANIZATION

The development is under the control of the following: a board of trustees which meets once a year, and an executive committee which meets upon call to consider important matters, such as changes in rent, special purchases, particular alterations, or changes in equipment, etc. This committee thus takes an active part in the management problems of the project. The officers of the board, a president, vice-president, secretary and treasurer also keep in touch with project activities. The secretary is in charge of the main office of the foundation and handles the books for the various housing projects. The agent for these buildings manages several projects, while the clerks in each project office deal with the tenants directly. The agent

¹ See Chapter XX for complete classified list of rules and regulations of all projects.

signs leases and dispossesses tenants when necessary. No tenants' councils are organized.

The agent selects the staff, at present consisting of three office clerks, one superintendent, four porters, one handyman, two firemen, one night watchman, two painters (full time).¹ In the busy renting season these are supplemented by additional workers, painters especially. There has been a low labor turnover of regular staff, probably because wages are a little higher than average. Some of the workers reside in the buildings; in such cases adjustments are made between wages and rentals.

The agent supervises all office routine, but a resident manager contacts the tenants, negotiates leases and cancellations, and makes investigations. No application for tenancy is officially accepted until the agent places his "Application Approved" stamp on the application blank. A young man assists in the renting and general office work. Occasionally, when there is some doubt about an applicant, he is sent to interview the party at the home. A stenographer-bookkeeper is in charge of rent collections. She also fulfills the duty of file clerk and cashier. Any member of the office staff may assist in rent collection on busy days, as each one is bonded.

The resident manager follows up delinquents and keeps in contact with tenants who come to her with complaints and requests. She also is familiar with the activities in the playground and nursery and social rooms.

The working hours are: porters, 7:00 A.M. to 5:00 P.M.; clerks, 9:00 A.M. to 5:00 P.M.; one fireman works from 5:00 A.M. to 2:00 P.M. and the other from 2:00 P.M. to 11:00 P.M., in the winter; in the summer each fireman averages about eight hours a day. The gardener takes care of the lawn and shrubs in the summer and helps the handyman with painting, etc. in the winter.

With the exception of the nursery supervisor, who is paid by the tenants directly, the social staff consists solely of a playground director who serves during the summer and after school in warm weather; she is paid by the management.

¹ See comparative chart on pages 166 and 167 showing staff size of all the projects.

Staff meetings are not held; the management believes difficulties are best avoided by handling each person individually.

In order to avoid turnover, dissatisfaction, or inefficiency, it is the policy of this project to select persons neither inferior nor superior to the job they must do, and workmen must be sober and industrious.

LEGAL ACCOUNTING AND STATISTICAL PRACTICES

The lease used is the standard form published by the real estate board of the city for apartment houses. Dispossess notice is served for non-payment of rent. When a tenant is undesirable (obnoxious to neighbors), he usually can be persuaded to move; if not, his lease is not renewed.

Rent is paid monthly. Tenants may come to the office to make payments any day, but usually this is done during the first three days of the month. If rent is not paid by the tenth of the month, a bill small enough in size to be slipped into the card slot of the letter box is addressed to the tenant. It reads as follows:

Date.....	Address of Project
.....	Apt.....
In a/c with (Name of Development)	
For Rent Month Ending.....	\$
For.....	\$
(Payable at office of the company on the premises)	

If rent remains unpaid by the twentieth, another bill marked "second notice" is sent. A dispossess notice is served after a month or two, when other efforts to collect rent have failed. Then, after the tenant has moved, an outside agency is called in to collect back rent. Good results have been obtained by this method. Settlement for less than the amount owed is sometimes made between the tenant and the owner, especially when the tenant plans to leave town. At present (November, 1934) there are only forty delinquents out of more than three hundred tenants, thirteen of them being more than one month behind in rent. Most cases are handled individually, and consideration is given according to need. If there is little hope for economic improve-

ment, the tenant is advised to move into cheaper quarters. When rentals were reduced eight percent in March, 1933, the number of delinquents was reduced from sixty-nine to thirty-nine.

All orders for materials must be issued by the agent. The order is made out in triplicate; one goes to the company, the second to the department in the house requiring the material, the third is retained by the agent.

All disbursements are made by voucher check. Bills are paid on the fifteenth of each month. Salaries and wages are paid in cash, weekly. A single check covering the entire payroll is cashed each week. The agent has a paymaster account from which he draws when necessary and for which he is reimbursed by the main office.

Expenditures are recorded in a large loose-leaf ledger according to the following classifications: Taxes, Insurance, Office Expenses, and Operating Expenses. Under Operating Expenses are the following subdivisions:

Labor: superintendent, handyman, firemen, watchmen, gardener.

Repairs: apartment repairs, apartment painting, general repairs, general painting, boilers, plumbing, electric repairs, elevator repairs.

Miscellaneous: janitor supplies, engineers' supplies, electricity, fuel oil, water.

Each check is distributed in the ledger under the proper heading. The payroll is similarly distributed, even though a single check is written for the total sum. At the end of the month, totals are taken for each classification and transferred into another ledger. This record constitutes the only monthly report of expenditures.

The following kinds of insurance are carried:

Fire: 80% of the building cost after making allowance for foundations and excavations below the level of the ground.

General Liability: \$25,000-50,000

Workmen's Compensation

Elevator Liability: \$50,000-100,000.

Burglary Insurance: (covers maximum amount of money in office at any given time.)

Messenger Hold-up Insurance

Safe Insurance: (covers cracking of safe in amount of maximum on hand at any one time.)

Fidelity Bond: for office employees

REPORTS

Daily reports of collections are made up by the office clerk, who also compiles monthly summary reports of rents collected, vacancies, securities on hand, etc. for the main office. A monthly summary of expenses also is kept in a special ledger, should such information be desired by the trustees more often than twice a year.

The agent makes a semi-annual report to the trustees showing income, operating expenses, and rental conditions. Recommendations for changes in equipment, etc. are also made at this time. These reports also contain notes on the success or failure of various experiments performed at the development.

Daily Collection Report

Date _____ 19__

	(542 APTS.)	(118 APTS.)
Rents due		
Advance rents		
Other items — credit as follows:		
Deposited this day in Bank of Manhattan Trust Co.		
Amount previously deposited " " "		
Total deposited to date " " "		
Signed _____		

RECORDS AND STATISTICAL INFORMATION

Requests by tenants for repairs are made on a printed form, executed in duplicate. One copy is kept in the office; the second is given to the superintendent, who sees that the order is filled. It is then returned to the office, kept for a reasonable time for possible reference and finally discarded together with the original copy.

Careful records of all purchases made and the prices paid are kept in a "price book" by month and day, where the following data are listed in separate columns: date, order number, name of concern, house delivered to, quantity of order, price paid per unit (gallon, ton, etc.). This record makes annual and monthly comparisons of cost possible. Prices of different companies may also be compared.

The following type of printed form is used to order supplies:

PURCHASE ORDER

Order No. _____ 19____

M _____

PLEASE DELIVER TO _____

c/o Renting Office

SEND BILL TO: |

THE FOLLOWING GOODS:

Reports of the Meteorological Bureau, United States Department of Agriculture, showing average temperatures for each day of the month are received regularly, from which Degree days are calculated. A record is kept of the amount of oil utilized each day, and a comparison is made of the gallons of oil

consumed per degree day. Such a record shows whether some oils give more heat than others.

Records are also kept of the amount of electric power used (light and power are noted separately), the amount of water consumed, etc.

Besides the usual file of tenants' correspondence containing application blanks, references, and other relevant data, the office maintains two card catalogs of tenants. One is by apartment and building, giving the tenant's name, apartment number, previous address, present monthly rent, date and length of lease, deposit and security paid, as shown below. This card is used on rent collection days to obtain information at a glance. The other catalog consists of the application cards, alphabetically arranged; this is especially useful when outsiders make inquiries about tenants.

A special file is maintained for all bank slips recording deposits and withdrawals in the agent's paymaster account.

OFFICE DATA CARD

1	2	3	4
HOUSE AND APARTMENT NUMBER _____		MONTHLY RENT 1 YR. LEASE \$ _____	
TENANT'S NAME _____		2 . . \$ _____	
PREVIOUS ADDRESS _____		3 . .. \$ _____	
INITIAL DEPOSIT _____ \$ _____		REFERENCES DATE SENT FOR _____	
DATE PAID _____		REPLIES APPROVED _____	
LEASE PERIOD FROM _____ TO _____		SECURITY DEPOSIT \$ _____	
DATE LEASE PREPARED _____		PAYMENTS	
DATE TENANT NOTIFIED TO COME IN AND SIGN _____		\$ _____ DATE _____ \$ _____ DATE _____	
DATE COMPLETED, SIGNED AND FILED _____		\$ _____ DATE _____ \$ _____ DATE _____	
TENANT'S SIGNED COPY HOW DELIVERED AND DATE _____		\$ _____ DATE _____ \$ _____ DATE _____	

BUILDING MANAGEMENT

Job analyses and schedules are not used. Each staff member knows the work to be done and must be ready for extra jobs when necessary. "Possibly with a large labor turnover, schedules are essential."

No routine inspections are made; however, the agent and superintendent look over all parts of the building occasionally, and some parts practically every day.

Painting is staggered according to a schedule extending throughout the year.

Porters and other maintenance men are responsible to the superintendent for the execution of their jobs; the superintendent keeps in constant touch with the agent to receive directions and to report on building conditions.

THE INTERIOR PREMISES

Heat and hot water are furnished by five locomotive-type oil boilers. These are operated from 6:00 A.M. to 11:00 P.M. (the law requires heat up to 10.00 P.M. only). No. 6 fuel, the cheapest and lowest grade obtainable commercially, is used. The fireman takes care of the boilers, which require almost constant watching. A draft control device was recently installed to prevent the flames from being pulled up into the stack, and overheating the chimney. These boilers can easily be converted to use for coal. In the summer, only one boiler is kept going to furnish hot water. Boiler tubes must be cleaned frequently. In October of each year, the firemen inspect all valves on the hot water risers.

Brass pipes were installed during the original construction for both hot and cold water, and these have given no trouble whatsoever. Pipe leaks are reported to the office immediately by both tenants and staff members. (The landlord is entitled to a previous notice of defect, otherwise he cannot be held liable by tenant for damage.)

An incinerator serves each building for the disposal of garbage. Incinerators are considered far more convenient and sanitary than dumbwaiters. The absence of dumbwaiters, however, makes it necessary for the management to give the milkman and the postman a pass key because the front doors are kept locked.

Several fire-extinguishers are placed in the paint shop, furnace room, office, superintendent's apartment, and handyman's apartment. The fire-escapes (which have doors instead of windows opening on to them and are used as balconies) are inspected frequently for obstacles, but there are no fire drills at any time.

The original footings in these buildings were made 25 percent stronger than the law requires as a safeguard against settling. Experience shows that the money was well spent. There have been few cracks in the ceilings, and no bulging walls or buckling floors.

THE EXTERIOR PREMISES

There has been little trouble with leaks in the roof. Flashings are inspected regularly and fixed when needed. Some difficulty was experienced with the chimney because it was sized for coal and oil is now being used, but recently a draft-control device was installed which has prevented further injury.

Waterproofing in the brick joints has been a problem on the north side of the buildings, which lack sunshine. One year a considerable sum of money was spent on pointing-up.

The drains and manholes in the garden are cleaned periodically.

The garden is beautifully arranged with Japanese cherry trees in one court, linden trees in another, elms in another, etc. Tulips, crocuses, and daffodils are provided for spring, annuals for summer. Trees, grass, and shrubbery are given special care by the gardener so that they will present a good appearance at all times. A Christmas tree is placed in the center of the garden each year for the enjoyment of the tenants. The garden walks are composed of irregular blocks of bluestone set in cement and are swept daily by the porters.

The following paragraphs are extracted from an architect-manager study conducted by the Housing Study Guild which contains valuable critical comments on certain structural features at the projects under discussion. Other paragraphs are given in some of the following chapters. It will be noted that these quotations appear only under "The Exterior Premises," "Routine Services," "Repairs and Replacements," and "Special Equipment and Services."

"In exposed buildings such as . . . (these) at Project A the manager thinks it necessary to have small radiators in kitchens and baths on the North and West sides of the buildings as the single pipe riser is not sufficient on cold days. Single pipe risers do not heat up readily and should be provided with quick air vents or returns. Exposed steam pipes in the cellar should be painted with a material which will not discolor or peel off."

"Drains from kitchen sinks, along the cellar ceiling,—not having sufficient pitch to sewer,—have caused complaints. . . . These

drains often get clogged. Additional cleanouts have been provided as the need arose. Cleanouts should be provided at all bends at time of installation. Horizontal runs over 1st floor archways should be provided with access doors for accessibility. Cellar waste lines should be larger than code requirements. Stoppage has been largely due to congealed fat, and grease traps at the cellar level would materially help reduce need for repairs.”¹

“... small metal boxes were ... applied to the metal door bucks to seal the opening in the buck made to receive the strike plate. This hole had to be closed to stop air currents, and in one instance a tenant complained of mice showing themselves in this hole.”

“Tile ... is not of good quality and a better grade is recommended. Much tile has been replaced due to several causes among which are: tile insufficiently soaked when setting, water leaks, building settling, and traffic vibration. The joint between bathtub and tile requires frequent patching and is often the cause of minor leaks ... the marble saddles at bathroom doors cracked and had to be replaced because they were not properly laid.”

“... additional weather stripping was ... installed to the weather side of the pulley stile of windows exposed to the north because wind entered. The manager is of the opinion that heavier sash chain is advisable since they have had a good deal of replacement.”

“Complaints have been received about noisy floors ... this proved a real problem.

“... it was stated that the extra initial cost of a better grade of oak flooring would be made up in savings on reconditioning.”

“... (the stair treads) are nearly all terrazzo, with tile vestibules and landings. These are so satisfactory that the management intends to remove slate treads on some stairs and replace them with terrazzo.”

“Project A has a slate roof laid in mastic on cork supported by the wood joists and sheathing, and this has proved satisfactory. However, they have had trouble with leaks at penthouses because the flashing at the roof level did not carry entirely through wall and turn up on the inside.”

“... water seeped in through the penthouse and parapet walls and traveled downwards into the apartments. Cap flashing should be carried entirely through walls at the roof level and turned up on the inside. Spandrels where the vertical brick joints are con-

¹ These comments apply equally to Projects B and C.

tinuous have given trouble since water finds a straight course to follow down to the window heads.”¹

ROUTINE SERVICES

Porters remove trash from the incinerators every morning. Unburned refuse is collected by a city service each day. One disadvantage of the incinerator is the tendency of some tenants to throw loose garbage in the shaft, dropping some bits on the floor. Most tenants, however, wrap it up in paper; when this practice is adhered to, the incinerator is a great advantage over the dumbwaiter.

Porters sweep and dust the halls daily and scrub them twice a week. They also keep the courts and roof free of dirt and débris. Hall windows are cleaned periodically. Sidewalks are cleaned daily.

The surfaces in the public halls are painted every two or three years. In sixteen buildings (out of twenty-two) the walls are made of brick and therefore require no care. In the others, they are covered with “fabricon,” a kind of water-proof cloth which has become soiled from repeated touching and is difficult to clean. This is to be replaced in the near future with a more practical surface covering. Apartments are painted about every two years. Only two shades of paint are used for the entire house: buff and green.

REPAIRS AND REPLACEMENTS

Competitive bids are sought on large purchases, such as oil, paint, etc. Some paint is bought from one company and some from another. Large quantities of paint, plumbing fixtures, etc. are stored away in the basements.

Most painting, and repair work such as replacement of washers and flush valves, is handled by the staff. There is one paint shop and one work room on the premises. During the winter, after the rush season of repainting apartments, the shop, store rooms, etc. are put in order for the coming year. The maintenance

¹ From “A Preliminary Study of Low-Rental-Housing Maintenance Problems as Affected by the Work of the Architect,” Housing Study Guild, May, 1935.

contract on elevators includes replacement of cables and other parts.

No extra charges are made against tenants except for replacement of keys (twenty-five cents apiece) and decorating charges when tenants move out or transfer before lease expiration. The management does not approve of a system of extra charges.

Rarely do tenants misuse the electric fixtures. Occasionally, children of the neighborhood steal lamps. In the public halls, where the fixtures are within easy reach, a lock type of socket is used.

"At Project A . . . the apartment entrance locks are not satisfactory. They jam occasionally and cannot be opened with a key. The manufacturers of these locks, however, reset every lock without charge.

"At Project A . . . the main entrance lamp fixtures were made so that the front frame had to be taken off with a screwdriver. Fixtures should have hinged fronts to make bulb replacement easier."¹

SPECIAL EQUIPMENT AND SERVICES

Wooden clothes-drying racks are placed on the roof of each building, and tenants supply their own clothes lines. Each kitchen has a combination tub and sink and a drying rack for small clothes.

A contract is maintained with an exterminating company which services the building every two weeks.

Window shades are renewed about every two years. Venetian blinds are furnished on the east, south, and west sides of the buildings. These serve the purpose of both shades and awnings and are much more practical and attractive than either. Shower curtains are furnished, also, when the lease is signed, as are two sets of door and letter-box keys. Tenants are required to supply their own garbage cans.

A master aerial is erected on the roof. Each tenant merely has to connect his radio with an electric plug, aerial, and ground receptacle in the living room. There is no charge for this service.

¹ *Ibid.*

Each apartment has a standard gas refrigerator. Although this type is more expensive in original cost than the electric boxes, they were installed because they are generally preferred by tenants.

In the arcade which leads into the garden from the outer sidewalk there is a large glass-covered bulletin board. This is kept locked; tenants must obtain permission of the management to post notices of meetings and other house events.

Storage space in the basement is provided for trunks only. These rooms are kept locked by the superintendent who alone has the key, but the management takes no responsibility for the property placed therein. There are four basement rooms for perambulators and velocipedes, with separate stalls for each tenant's property. A lock and chain device is furnished for safety. Tenants wishing to use these rooms must pay a 25¢ deposit for a key. This requirement was put into effect to discipline tenants who gave their children the keys to these rooms which were frequently found unlocked.¹

"At Project A . . . the manager finds that an extra closet over the sink is very much called for. An open closet without doors would be satisfactory. Where cabinets are placed next to sinks they should have metal sides instead of wood. Provision for the placing of meat-choppers, and bottle and can openers on the dresser, or another convenient place in the kitchen, is desirable. Openings at base in rear of cabinets should be sealed to prevent mice from entering the apartment."

"Due to the tubs being set against only one wall . . . two shower curtains are necessary, thus increasing cost of maintenance. Shower curtains require frequent replacement—and therefore it is advisable to try to plan the bathroom so that only one shower curtain need be used. Also there is more upkeep required

¹ Most of the developments described, including this one, are equipped with standard United States Government letter boxes, to which only the postman has the key for the entire series and each tenant a key for his own box. Also, every apartment building has a series of bells located, in most cases, on the side wall of the exterior vestibule, and connecting with individual apartments. Some have a "ticker system" operated from the individual apartment, to open the interior hallway door. Others have telephone communication from hallway to apartment. All apartment doors in each project are equipped with a bell and some have the device known as the "interviewer."

on U shaped shower curtain rods as they are not as strong as the straight rod.

"Tenants . . . have complained that the stoppers on the lavatories do not hold water overnight."

"The lack of slop sinks for porters and cleaners is a serious problem. . . ."

"Inferior quality combination bell and buzzers have not proved satisfactory. . . . Voltage was cut down to six volts, which helped, but bells were not of sturdy construction. The door opener is too noisy and therefore not satisfactory.

"Present arrangement of bell and name plates . . . is not satisfactory. They should be arranged so that they are well protected and well illuminated. The light fixtures over mail boxes should be of sturdy construction."

"Project A has installed a multi-coupler system master aerial. . . . This is not satisfactory as it serves only long wave broadcasting. Such aerials if installed should serve all types of receivers."¹

COMMUNITY ACTIVITIES

The relationship of the management to the tenants is formal and business-like. There is no tenants' association.

All social rooms are in the basement.

A small playground is already provided on the premises, and the management plans to convert a nearby vacant lot into a play area for children, with shaded resting places for mothers. However, facilities for play offered by a community recreation association located across the street from the development makes the provision of additional play space less essential than it might otherwise be. Here adults and children may participate in a great variety of games, clubs, and athletics, for a fee of \$1.00 a month per family. About 25 percent of the tenants are members.

A nursery school is conducted on the premises (in the basement rooms) every morning under the supervision of a teacher who is paid directly by the tenants. This school is divided into two groups, one for children of two and three years of age, and one for children four and five years of age. A tenants' meeting

¹ From "A Preliminary Study of Low-Rental-Housing Maintenance Problems as Affected by the Work of the Architect," Housing Study Guild, May, 1935.

was called by the agent to decide whether this school was wanted; when it was agreed upon, an authorized agency was asked to recommend a competent woman as supervisor.

Nursery and playground equipment are supplied by the management. During warm weather, a playground supervisor is made available by the management for service after school hours; she is also retained during the summer months.

A good-sized social room with a convenient cloak room and a fully equipped kitchen has been set aside for the use of the tenants. Meetings of the Men's Club, a Women's Sewing Club, a Gymnastic Club, and bridge clubs, are held on regularly scheduled nights. No dances or noisy parties are permitted. Outsiders are charged a nominal fee for the use of the social room.

All activities are arranged by the tenants, and notices are put on the bulletin board by the office, upon request.

CHAPTER XII

Project B

A Low-Rental Model Project on New York's East Side

Project B, located in New York City, was built in 1928 for families of the low income group, by a philanthropic foundation. The manager of the development is likewise the director of the foundation, which sponsors other activities in the field of housing.

The buildings are six-story walk-ups of semi-fireproof construction and occupy a plot of ground two hundred and ten feet long and one hundred feet deep. They are constructed to form a large E, with the long line at the rear and two large open courts facing the street. The entrances to the buildings lead directly from these courts.

Of the one hundred and thirteen apartments in the development, fifty-one are three-room, forty-eight are four-room, and fourteen are five-room apartments. One ground floor apartment is used as office space for the manager and office staff, another for the superintendent's residence, and one for a nursery.

The families resident in this development are of the low income group, formerly "slum dwellers." At present, the majority of the tenants are Jewish, as the neighborhood is predominantly Jewish.

Rent includes the apartment, heat, hot water, and the routine services, as well as the privilege of using the community and recreational facilities.

Rentals have not been changed horizontally since 1928, when the average rental was established at \$9.53 per room per month. The average rental in 1934 was \$7.50 (approximately). Families living on the sixth floor are allowed a reduction of fifty cents per week in rent; families living on the fifth floor are allowed

twenty-five cents per week. This is done as a concession because apartments on the top and fifth floors are difficult to rent.

Due to unemployment and income reductions, adjustments in rent have been made individually for each tenant, so that, at present, each family pays in accordance with its income, through a personal arrangement with the management. Some tenants who are unemployed are given work on the premises at plumbing, painting, office work, or in assisting with the recreational program; their earnings for these services are applied to the rent. This assists them in paying the rental and prevents the accumulation of a debt which would have to be met, sooner or later, if they continued living in the development. The management permits accumulation of arrears when tenants show good cause. Evictions are very rare; only in extreme cases does the management take this step.

The basement and the roof provide facilities for various community activities, and the management encourages both child and adult recreational activities. A recreational director is maintained on the staff to supervise leisure-time efforts.

SELECTION AND PLACEMENT OF TENANTS

Applicants for apartments are asked to fill out an application blank as follows:

APPLICATION BLANK

Date.....

Dear Sir:

Please accept my application for a room apartment in the (Name of Development).

I offer the following information for your consideration:

1. Applicant's name.....Wife's name.....
2. Religion
3. Occupation
4. Employer's name and address.....
5. Average weekly income of family.....
6. Number of wage earners in family.....
7. Number of persons in family.....*Names of Children Ages*

- 1
2
3
4

a)
 (name) (address)

b)
 (name) (address)

Signature of applicant.....
 Address

Political affiliations or religious convictions are not taken into consideration by the management in the selection of tenants.

After applicants become tenants, they are asked by the manager to furnish additional information for statistical purposes. The questions are as follows: Head of family; full name, when born, where born, how long in the United States, citizen, date of naturalization, member of union, member of societies, trade, where employed, wages, per; Wife; full name, when born, where born, how long in the United States, date of natu-

alization, member of societies (names); Children; name, school, class, occupation and wages.

Apartments on the top floor have been difficult to rent because the building is six stories high and a walk-up. At present, therefore, the management rents them to families known to social service agencies at whatever rental they can pay, rather than have them remain vacant. Some of these tenants also perform small jobs on the premises in return for the reduced rental.

WAITING LIST

There is always a waiting list for second story apartments. An outsider, however, has little chance of getting an apartment on a lower floor as preference is given to tenants already living on the top or fifth floor of the development. Special effort is made to move tenants from a small apartment into a larger one when the size of the family is increased by the birth of another child, or where there is some health problem. However, in order to discourage tenants from moving from one apartment to another without good cause, a fee of twenty dollars is charged to cover the expense of cleaning up, painting, etc. Families on the waiting list are notified of vacancies by mail. Special care is taken in keeping this list from becoming cluttered with names of applicants no longer interested. Letters returned because of "unknown address" etc. are checked against this list and kept on file for future reference, should such applicants make inquiries at a later date.

ADVERTISING AND PUBLICITY

Vacancies have been advertised on several occasions by placing printed placards in neighborhood buses and by sending notices to settlement houses.

During the first few years, much publicity was received from newspapers which found the project of great human interest. A report was sent to the editors of several newspapers, and this served as an occasion for sending a reporter to the manager for an interview, with the subsequent newspaper publicity. An

annual report is prepared and mailed to individuals and organizations interested in housing.

Various clubs in the community have invited the manager to speak before them on housing management, with particular reference to his own project, and he has done so on several occasions. College students and other persons interested in housing visit the project from time to time. The manager has also had a number of opportunities to describe the development over the radio.

RULES AND REGULATIONS

A printed booklet of rules and regulations, given to each tenant when the lease is signed, is referred to in the lease as constituting a part of the signed agreement. The tenant, upon receiving this booklet, signs his name in the back of a similar booklet held by the supervisor. The following paragraph which concludes the list is intended to impress upon the tenant the seriousness of the rules:

"In case of being accepted as a tenant, I hereby agree that the foregoing Rules and Regulations form a part of the Lease to me of said premises and that I will in all things fully and faithfully abide by and comply with same and such other rules and regulations as may be made by the Foundation, and it is understood that failure on my part or that of my family, friends and visitors to do so shall be equivalent to an admission on my part that I and the other occupants of my apartment are undesirable tenants within the meaning of the term as used in the Laws of the State. I agree to the foregoing Rules and Regulations as an inducement for the acceptance by the Foundation of my application for an apartment."

From time to time mimeographed notices are sent to tenants, calling their attention to special rules which have been violated. It has been the policy of the management to have the tenants understand that the regulations are imposed for their benefit, and that the management does not demand obedience merely to be dictatorial.

When the supervisor wishes to see a tenant personally about some violation, a small typewritten note is sent to him. If he does not respond as requested, a formal letter is forwarded through the mail. When a tenant proves difficult, is behind in rent payment, and does not respond to letters, a dispossession notice is served by a landlord service bureau.

MANAGEMENT ORGANIZATION

A board of directors, in charge of the policies and activities of the development, meets about four times a year at the call of the president. The supervisor of the project is also executive director of the foundation, which maintains the development. The treasurer of the foundation participates in the activities more than other officers because all bills are paid by him, after being authorized by the supervisor.

General supervision of the project, including the hiring and firing of staff members, is in the hands of the supervisor. He also directs the purchasing of supplies and the ordering of necessary repairs. The secretary to the supervisor manages the office, accepts rentals and also serves as bookkeeper. Much of the foundation's business is handled at the project office, in addition to that relating to the development. At present, a young woman whose family lives in the development is employed as office assistant on a temporary basis. In this way, the management is assisting the family in meeting expenses.

A tenants' committee, originally organized to represent the tenants in dealing with the management, and inactive for some years, has recently become active again. Discussions on the rent situation, roof noises, eating in halls and courts, ice-boxes, gas ranges, and other tenant problems are held from time to time.

Occasionally, a special tenants' meeting is called, as when an important matter affecting the entire project is to be considered. When a request for rent reduction took place in 1933, and the tenants had signed a petition, a meeting was called by the manager to explain that individual reductions according to need would prove more practical. This was accepted by the tenantry as a satisfactory arrangement.

LEGAL, ACCOUNTING AND STATISTICAL PRACTICES

A lease is signed by the tenant at the time of renting. It is self-renewing from week to week, unless terminated by the landlord or tenant. A tenant is supposed to give one month's notice and to leave the apartment in good condition. The rules and regulations of the foundation are signed by the tenant and form a part of the agreement of the parties under the lease. Rent is payable one week in advance. The apartment is to be used solely by tenant and his family as a private dwelling. The lease is signed and sealed in the presence of the supervisor.

Tenants falling behind in rent are required to make some payment each week on arrears in addition to the current week's rent. Typewritten notes are frequently sent as reminders. Weekly rents are paid at the office directly to the office manager who records the amounts in the tenant's rentbook.¹ Payments may be made on Wednesdays or Fridays between 9:30 A.M. and 11:30 A.M. A policeman is stationed in the office during this period because of a previous hold-up.

For the office record, a day book is kept, and a new sheet is used for each rental day. Apartment number, tenant's name, amount paid, and the week for which it is paid is entered. This corresponds with the tenant's rent book. When all rents for the week are collected, the amounts are transferred from the day book to an annual rent ledger.

Three weeks' rent must be paid in advance when an apartment is taken. This sum is set aside as security, and is returned, plus 3 percent interest, when the tenant moves out, if there are no rental arrears. No concessions are given, but a prospective tenant is allowed two weeks to move in. Rent begins from the date of occupancy of the apartment.

The auditing and complete bookkeeping of the project is handled at the foundation's main office by a bookkeeper and an auditor. The originals of all bills for items not sent C.O.D. are forwarded to the main office for payment, twice a month. Fifty dollars a month is allowed for petty cash to pay for items under three dollars. For each sum drawn from petty cash, a

¹ See form on following page.

RENT RECEIPT BOOK

NAME

APT. NO.

\$

WEEKLY

NAME		APT. NO.		\$		WEEKLY		
WEEK	PAID TO	SIGNATURE	WEEK	PAID TO	SIGNATURE	WEEK	PAID TO	SIGNATURE
1			27			27		
2			28			28		
3			29			29		
4			30			30		
5			31			31		
6			32			32		
7			33			33		
8			34			34		
9			35			35		
10			36			36		
11			37			37		
12			38			38		
13			39			39		
14			40			40		
15			41			41		
16			42			42		
17			43			43		
18			44			44		
19			45			45		
20			46			46		
21			47			47		
22			48			48		
23			49			49		
24			50			50		
25			51			51		
26			52			52		

voucher must be signed. An account of these items is kept in a notebook and each month a statement is sent to the main office.

All expenditures are divided into three classifications: social activities, administration, and building operation. A weekly list of tenants in arrears and the number of weeks in arrears is prepared. This information is then transferred to a chart which shows the condition of arrears for each tenant from week to week.

Wages and salaries are paid out of cash rent receipts. This amount is paid back by the main office in a single check, which is deposited to the rent receipts account.

Purchase order blanks are filled out in duplicate. All orders must be authorized by the supervisor or office manager.

The following kinds of insurance are carried:

<i>Kind</i>	<i>Amount</i>
Fire	\$225,000
Household furniture and furnishings.....	10,000
Steam boiler	5,000— 25,000
Public Liability (covers outings, excursions, playgrounds and ash hoist).....	25,000—100,000
Robbery	2,666
Rents lost by fire (occupied only).....	43,000
Contingent automobile insurance for bus trips, etc.	

The yearly premium for insurance is about \$2,200. A schedule of insurance policies is prepared annually by the auditor.

REPORTS

Every month a statement is sent to the auditor indicating the amount of rent collected during the month, amount deposited, accumulated security on deposit at the end of each month, amount lost through removals and vacancies, arrears for previous years and current year.

A detailed report on occupancy, showing apartment number, tenant's name, number of weeks in arrears and amount is sent to the main office each month.

An annual report is prepared by the manager and submitted to the board of directors. Full information is given concerning tenancy and finances for the current year as compared with the previous year. This is generally presented in table form and includes such items as arrears in rent, amount paid out in salaries to tenants and applied toward rent, amount of rent paid by the city relief bureau, number of families paying reduced rentals in exchange for services, amount of income lost through vacancies and removals. An account of social activities also is submitted, together with a general summary of important matters pertaining to the development.

The auditor prepares an annual report showing building profit and loss, income of the current year as compared with that of the previous year, etc.

Monthly and semi-annual statements are also sent by the main office of the foundation to the local project office, listing the expenses, receipts, etc.

RECORDS AND STATISTICAL INFORMATION

Requests for repairs are made on a duplicate form.¹ The original is given to the superintendent and the duplicate remains in the book both showing date, name of tenant making request, etc. When the repair has been made, the tenant is asked to sign the original slip to avoid subsequent misunderstandings. These slips are then filed in the tenant's folder along with other data.

The possible kinds of repairs are recorded on a mimeographed sheet and kept in the tenant's folder. The items listed, with date of repair, if any, are as follows: door adjustment; leaks: wash-tub, radiator, basin leaks; adjustments: faucets, washers, valves; leak, ice-boxes; ice-box and kitchen cabinet repair; steam and radiator adjustment; toilets: clogged, flushing, seats; washtubs: hinges, covers; waste pipes clogged; painting: shelves, radiators, etc.; plaster: bath joints, soap trays; window frames and latches; doors removed; window shades; bells; letter boxes: locks and keys; electric fuses, chains; gas range repairs; tile; door knobs;

¹ When the project was first opened a number of complaints were brought to the office by children of tenants. This practice was discouraged; the parents must report these matters to the office themselves.

dumbwaiter locks; floor, floor holes; glass; showers, shower rods; clothes dryer; miscellaneous. These lists are used to determine, statistically, the average number of repairs needed during the year and the kinds most frequently called for. When a repair is necessary because of tenant's carelessness, such as a clogged toilet, a broken soap tray, etc., the tenant is charged a nominal fee as a disciplinary measure.

A special tenants' file is maintained, consisting of application blank, lease, impressions of supervisor and his assistant, letters concerning the family, and a list of possible apartment repairs which are checked off as requested.

A diary has been kept by the supervisor since the opening of the project. This gives a detailed account of important events, social and technical problems, difficulties, accomplishments, etc. It is an interesting and complete record of the evolution of a housing development.

A vacancy chart showing months of vacancy for each apartment each year is maintained.

Statistical records are maintained of occupations of tenants, neighborhoods they come from, incomes, participation in social activities, age of family members, etc.

Figures on the number of accidents in the immediate neighborhood and in the district as a whole were obtained at one time from the police department but no fair comparisons could be made because the building occupies too small an area. The management has also tried to determine whether the health and delinquency rates in the immediate neighborhood are lower than for the area as a whole, and whether such a reduction might be traced to the influence of the development; here too, the figures were inconclusive because the project is too small.

BUILDING MANAGEMENT

The superintendent is responsible for the proper maintenance of the building. The porters report to him on all cleaning and repairing matters. No written schedules of work are made out, but a routine is followed for cleaning and other services. The superintendent confers with the manager on all important ques-

tions concerning building upkeep. He makes out a daily report stating the kind of work performed and the amount of time it consumed. He also submits a monthly statement showing the state of repair of dumbwaiters, motors, pumps, etc.

The superintendent visits the office two or three times during the day but he can always be reached by a bell system from the office. A special electrical board is situated in the basement which indicates where the superintendent can be located at a particular moment.

Once a year the manager and the superintendent go through all the apartments and a report is made of their condition. Frequently such items as faucet leaks, bathtub joints in need of repair, etc. are found which the tenant did not report to the office although tenants know that all needed repairs must be reported promptly to the office.

If, among the tenants, there are unemployed or partially employed mechanics, plumbers, or painters, efforts are made to employ them for odd jobs around the buildings. For plumbing or painting jobs where an outside worker would generally have to be called in, the prevailing wage is paid. Otherwise, \$2.50 per day is the current wage paid for tenant labor.

THE INTERIOR PREMISES

Heat is furnished by two coal boilers. The superintendent and fireman are held responsible for keeping these going during the required hours. Because of excessive fuel costs one year, the service of a consulting engineering firm was employed and the grates changed so that a mixture of soft coal and screenings could be used. New fuel and firing methods were introduced and, during November and December of 1934, some saving was observed. The same boilers which furnish heat supply the hot water. Tenants are supplied with hot water from 6:00 A.M. to 10:00 P.M. The boiler tubes are cleaned every two weeks and the inside of the boilers are cleaned every six months by the superintendent.

The hot water pipes are brass, the cold water pipes are galvanized iron. Occasional inspection of valves is made by the

superintendent. A plan of the plumbing lay-out is kept in the office.

There are no elevators on the premises. Dumbwaiters are inspected every month. Rules for their use are issued to the tenants. To prevent tenants from throwing things down the dumbwaiter or putting things out during the day, an automatic lever regulated from the basement keeps the dumbwaiter door of each apartment locked. To open it for deliveries, the lever must be operated from the basement. Notices are posted on the dumbwaiter doors stating that children are not permitted to use them. Porters clean the dumbwaiters twice a day and sprinkle them with disinfectant.

Fire-fighting equipment in small quantity is kept on hand. The building is of semi-fireproof construction and every apartment has a fire-escape. In the basement, there are three hand fire-extinguishers, two in the social rooms, and one in the paint room.

Structural defects have become apparent now and then. Settling of the building produced cracks in the walls; these were replastered where necessary. When heavy rains caused water to seep through the mortar between the exterior brickwork, a special water-proofing process had to be applied, and outside workmen were hired to do the job. Due to this seeping-through process, water-marks remained on the interior walls.

THE EXTERIOR PREMISES

The roof is inspected periodically for necessary caulking. The chimney, made of metal, is painted periodically. Water drains from the roof run down the inside of the building along partitions with other pipes. Two toilet rooms were built in on the roof (after the building was completed) for the convenience of children because the building is six stories high and the roof is used for play purposes. Porters clean the roof every day.

Pointing-up of exterior brickwork and mortar has been necessary occasionally. The imitation granite frames of the entrances to the buildings need cleaning now and then; a special wire brush is used for this purpose.

Drains and sewers are given attention only when a defect occurs.

Only a small plot of ground in each court is given over to gardening under the supervision of the superintendent. The checkerboard courts are hosed every morning during warm weather.

"Project B complains of poor heating, due to inadequate radiation. One size radiator serves both large and small rooms."

"Lack of access doors in bathrooms (plumbing system) . . . has resulted in higher maintenance cost."¹

"Dumbwaiters . . . are small. The manager is of the opinion that incinerators would have been preferable,—especially in a building where the basement is used for social and recreational activities which make keeping refuse, until it is collected in the morning, a difficult problem."

"Considerable adjustment of the floor moulding was necessary . . . due to shrinkage in the floor and baseboard. This can be avoided if the baseboard is extended to the rough flooring and applied before the flooring is laid."

"Hall doors with small clear glass panels are not entirely practical since the glass requires daily washing to keep clean of finger marks, etc. Project B has replaced clear glass with frosted panels."

"The manager . . . suggests sloping window-sills more sharply to prevent tenants from keeping articles on them . . . cellar window glass is being replaced with wired glass as panes are broken."

"Roofs . . . are tile over concrete and steel."²

ROUTINE SERVICES

Garbage is collected through the dumbwaiters every morning at seven o'clock by the porters. The city makes its collection at eight o'clock daily. Cans are placed outside the building, covered, and kept within the building line away from the curb. Cans with self-closing tops are placed conveniently in the courts and on the roof for disposal of rubbish.

Public halls are swept by porters twice a day. They are

¹ See Project A for additional data on plumbing.

² From "A Preliminary Study of Low-Rental Housing Maintenance Problems as Affected by the Work of the Architect," Housing Study Guild, May, 1935.

washed every other day with liquid soap and water. No mop is used; porters use rags and do the washing on hands and knees. Porters examine the building, back-yard, roof, and other open spaces frequently, to pick up papers, etc. They also clean the brass, wash glass in hall doors, and take care of the basement carriage rooms. They are held responsible for the immediate removal of pencil and chalk marks from walls inside and outside of the building. (The sight of a few chalk-marks encourages children to add others.)

Apartments are painted every two years. However, a new tenant moving in six months prior to the two year period may have the apartment painted at this time with the understanding that it will not be painted again until all other apartments are done over.

The steps of the hallways are painted about once a year, window-frames and fire-escapes every three or four years. The basement is touched up very often since this provides employment for tenants of the house who are working to pay off part of their rent.

REPAIRS AND REPLACEMENTS

Bids on coal, hardware, etc. are sought from several companies. A list of prices is kept on hand also. There is too little storage space in the development to permit buying in large quantities, although purchasing on a small scale is considered uneconomical by the manager.

Small repair jobs are done by the superintendent and tenant-mechanics, painters, etc. Large jobs are given out on contract.

Tenants are charged twenty-five cents for extra keys or replacement of lost keys, one dollar for broken soap dishes. A nominal charge is made for repairs due to carelessness (clogged bowls, etc.). Charges are made at time of rent payment. The manager says: "A list of charges for various items should be prepared and distributed when tenants first move in so they will know that they have to pay for carelessness."

The rules and regulations state that a tenant is responsible for any injury or breakage of fixtures. Gas ranges are repaired

by the management when necessary. Hall fixtures are taken care of by the maintenance men.

"The insufficient number of base outlets . . . resulted in tenants providing their own extensions which are not in accordance with fire insurance requirements, thus increasing the cost of insurance,—besides being dangerous. At Project D a similar situation exists and one fire was due to this condition. Generally, two double convenience outlets for each room is considered the minimum."

"Door bells . . . were originally on dry cells, but this did not prove satisfactory and have since been placed on the house wiring with the use of transformers."

". . . children constantly call to their mothers and it is the manager's opinion that telephone communication facilities from front doors to apartments would mitigate this nuisance. . . ."

"Two locks on hall doors to apartments, a burglar lock and standard lock, has been found very satisfactory . . . as it prevents the necessity of individual tenants installing locks and boring holes in doors for this purpose."¹

SPECIAL EQUIPMENT AND SERVICES

Every apartment is equipped with laundry facilities consisting of kitchen tubs and a drying rack. A section of the roof is fenced off for clothes lines and kept locked. Each tenant has a key. There are no artificial dryers. Most of the women of this project prefer open air drying. The wet wash laundry is used extensively, also.

An exterminator comes every two weeks and services the entire house. He also comes on special call. This work is done by contract.

✓ When tenants move in they are given window shades, shower curtains, and a garbage can. If these become worn or are destroyed, the tenant must replace them himself. Window boxes for plants were furnished at one time but were neglected by tenants and eventually discarded. Letter-box and door keys are also furnished.

Tenants must consult the superintendent before putting up

¹ *Ibid.*

aerials for radios. These are arranged in orderly fashion so as not to be obtrusive.

Old-fashioned ice-boxes are still used. At one time, when the management offered to furnish new ice-boxes if the tenant would pay five dollars toward the cost, there was only one acceptance out of more than one hundred tenants.

Each wing of the building has a bulletin board for notices. In the hall of the building where the main office is located there is a complete typewritten list of all tenants posted for the convenience of visitors.

Little space for storage is available because the basement is used for recreation. In special cases, the baby carriage room is used to store trunks, etc. Every few months these things are gathered together and the tenants are warned to claim them if they do not want them disposed of. This is done in order to avoid "cluttering."

"At Project B two washtubs in every kitchen have proved unnecessary since most of the families use the wet wash laundry and this appears to be the general practice. Also . . . many tenants have expressed a desire for combination faucets at the sink in order to obtain a mixture of hot and cold water. This matter could have been taken care of without additional expense at the time of installation of fixtures."

"Due to inferior quality of washtubs and sinks used . . . the surfaces cracked after one year of service and are not very satisfactory in appearance."

"Ice-boxes provided by the management are found only at Project B. These were built in as a unit with the kitchen cabinets and a drain provided underneath. Originally they were built close to the floor so that it was not possible to clean out the drain. These units were later lifted four inches, and a sub-base built to provide access. The ice-boxes present a problem as to further usage after seven years and need replacement. New ice-boxes will have to be made to order to fit into the present unit; therefore it is the manager's opinion that standard ice-boxes independent of units should be used so that they may be removed and replaced."

"The life of the gas ranges used . . . is six to eight years."

"The cabinet unit (kitchen cabinets) was too small and additional shelves were provided over the laundry trays."¹

¹ *Ibid.*

COMMUNITY ACTIVITIES

The manager of this project has stated:

"The advantages of a management which sponsors social activities lies in the satisfaction to the social urge which tenants experience. Control of undesirable activities of children is made possible by offering more healthful outlets in game and club activities. It prevents destruction of property by children whose need for action is thus controlled.

"The disadvantages exist in the difficulties which the management must meet in efforts at collective organization and activities. Conflicts arise and must be settled."

A personal relationship is maintained between the management of this project and the tenancy largely because it is a small development of only little more than one hundred families. "There is some question as to whether or not such intimacy is desirable, the danger of creating a feeling of dependency upon the management being made possible by such friendliness."

The manager believes honesty is the most important quality. All association with tenants is frank and open so that they may understand the position of the management in all matters concerning the tenant. Promises are strictly kept. "It is most unwise to disappoint a child after he has been promised something. Occasionally this requires greater expenditure of money or time than anticipated, but in the long run it is worth it." The management tries to avoid an attitude of giving or receiving a favor. Whatever is done is done for the benefit of the tenant as well as the management.

Opportunities for a challenge such as "Who are you to tell me this?" etc. are carefully avoided by the manager. It has been his experience that most tenants can be reasoned with and that such an effort should always be made. When there is difficulty with a parent, the manager is especially nice to the children of the family, so as to counteract a bad feeling with a good one. The manager maintains a very friendly relationship with the children and they visit him frequently to discuss their problems

and to chat. In this way he has won their co-operation in keeping the halls and courts in good order.

An attitude of paternalism is strictly avoided, although the manager takes an active interest in the community activities, frequently making suggestions and giving advice when called upon. The participation of the manager depends entirely upon the attitude of the group. That is to say, he attends the meetings only when an invitation is given. Otherwise he does not intrude. The purpose of the organized group activities under trained workers is essentially to give opportunity to the tenants to express themselves in one form of recreation or another.

The manager maintains close association with various social agencies and recommends tenants to a specific agency when aid of some kind is required. He keeps in touch with clinics, government relief bureaus, Jewish social service agencies, etc., and takes a personal interest in following up the cases of the tenants and their children.

At this development the tenants are given opportunity to help in the Social Center as a means of making up arrears in rent. A Fathers' Club Loan Fund gives aid to tenants in financial straits. New ideas for additional activities are encouraged by the management when practicable.

Children of neighboring tenements are welcomed at the Social Center up to the allowable capacity of space. Adults may attend special lectures, forums, etc. It is the policy of the organization to influence the neighborhood for the better, insofar as that is possible.

The basement is divided into game and club rooms for the use of tenants. Walls are painted in various colors and designs to relieve the usual drab appearance of basements. The game room is equipped with such games as puff billiards, ping-pong tables, bagatelle, hockey, checkers, and dominoes. In the midget game room there is a small train which was built by the superintendent; the younger children never tire playing with it. The Fathers' Club has its own clubroom, the expense of which is shared with the management.

The cost of social activities in the project is included in the

rent. However, tenants pay three dollars per evening for the use of the auditorium for special family events. They must agree to vacate the room by 12:00 P.M. There is a season registration fee for children's activities: fifteen cents for juniors; twenty cents for intermediates and twenty-five cents for seniors. Activities are open to outside children as well and they pay the same dues. The Social Center is open six evenings a week from 7:30 P.M. to 10:30 P.M. To accommodate children of various ages, the group activities are divided into two shifts.

Recreational work is under the supervision of a director, who, with his wife, lives on the premises. She is in charge of the activities at a smaller apartment house in the neighborhood under the same ownership; she also supervises the pre-school age group at the main project.

A number of adult tenants help in the recreational activities and are paid approximately \$3.50 a week, which is credited toward rent. They act as doormen, help supervise the game room, conduct a bookbinding group, a shoemaking class, and a cooking class.

Numerous small groups are active simultaneously. There is a workshop, arts and crafts group, story telling, library, two game rooms, current events, bookbinding, shoemaking, cooking, tap dancing, etc.

A pre-school group is conducted for children from two and one-half to five years of age, open to outsiders as well. It is open five mornings a week from 9:30 A.M. to 11:45 A.M. There is a daily milk period and, when the weather permits, the children go to a nearby park.

During the summer months, a child study play school is conducted on the roof, under the guidance of the Child Study Association. It is open to children from six to eleven years of age and carries a full day program from 9 A.M. to 4 P.M. five days a week. The school is supervised by two paid workers, a government relief worker, and two tenant mothers. The health of the children is checked up each week by a doctor and nurse, provided by the Board of Health. Various games are participated in, and during the afternoon, a rest period is held, cots being provided by the management. Milk is given daily, the cost being

covered by a small fee paid by tenants who can afford it and supplemented by the management.

Adult group activities are not open to outsiders, with the exception of a class in English for foreigners, and the Mothers' Club. The English class was formerly under the jurisdiction of the local Board of Education, but was discontinued recently because of budget reductions. The teacher, however, continues in service at the project, receiving in return a three-room apartment on the fifth floor of the development at a reduced rental.

Two men teachers have been assigned to the project for athletic and woodcraft programs with the older boys. In the evenings in warm weather there is free play on the roof supervised by two tenant workers, several government relief workers, and a resident worker of the house. In 1934, 375 out of about 550 persons in the development participated in the activities of the Social Center.

Family social problems and various personal difficulties are handled by the manager.

CHAPTER XIII

Project C

A Limited-Dividend Development Under Control of a State Housing Board

Project C is a limited dividend housing project under the supervision of a state board of housing. It is located in an eastern city and consists of two units composed of 165 and 140 apartments respectively, with a total of 1155 rooms. The two units are situated in different sections of the same community, but are under the same general supervision, standards, and management.

For the purpose of this report, only the first development, built in 1929 and consisting of 165 apartments and 670 rooms, is described. The buildings are red brick, five-story walk-ups, of semi-fireproof construction, and enclose a landscaped inner court and garden covering one-half an acre. There are two two-room apartments; fifteen three-room; forty-two three and one-half-room; fifty-five four-room; ten four and one-half-room; forty-one five-room and one six-room. The average rental (1934) was \$9.41 per room per month, including refrigeration. There are twelve stores facing the street on the ground floor of the development, from which revenue is received.

The tenants are composed mainly of white collar workers; about 25 percent of the tenantry are wage-earners and tradesmen. More than one-half of the tenants are of Irish American extraction; the remainder consists of various nationalities.

Community activities are encouraged by the management, and a variety of recreational activities have been developed by the tenants with the co-operation of the management. There is a small playground, for the children of the development, and a social hall in the basement. Several small basement rooms have been decorated by the tenants for club use at night.

SELECTION AND PLACEMENT OF TENANTS

The management has experienced some difficulty in its efforts to secure definite information from applicants regarding incomes. A thorough investigation of references has frequently been necessary. When the project was first opened, the annual income of the tenants ranged from \$1500 to \$3000. At present (1934-35) it is much lower.

Applicants for apartments are asked to fill out an application blank giving the following information:

Last Name.....First Name.....
Present Address.....Street, Borough.....
How Long There?.....Months, Number of rooms...Bath?...
 Steam?.....Rent.....
Number of rooms desired.....Floor.....
Which side do you prefer?.....Inside Garden.....
 girls boys
Number in family...Check: Man...Wife...at home...at home
 Other relatives.....
Name of Employer.....Length of Service.....
Work address.....Kind of work.....
2 references (such as your savings bank, church, lodge,
 employer or friend)
NameAddress
NameAddress
DateSecurity

The following questions are included in the printed letters mailed to the references given by the applicants:

1. How long have you known applicant? . . . 2. In what connection? . . . (State relationship such as employer, physician, relative, etc. as the case may be) . . . 3. In your opinion, does applicant faithfully meet his (her) obligations? . . . 4. Will you kindly state applicant's income, if you are in a position to know it? . . . 5. What reason have you to believe applicant would be a desirable resident? . . .

Information is requested concerning the size of the applicant's family in order to keep the occupancy rate at approximately one person per room. Ground floor apartments are assigned to large families whenever possible, in order to avoid complaints about overhead noise. The management does not discriminate against applicants because of race or religion.¹ Income of applicant and an attitude of co-operativeness are more or less the determining factors in the selection of desirable tenants.

Unless the tenant specifically mentions it, the health of the family is not taken into consideration when assigning floors. Parents of small children generally prefer apartments on lower floors and are given these whenever possible.

A waiting list of applicants who desire a special type of apartment is kept; they are notified when vacancies occur. Tenants sometimes ask to be placed on the waiting list for transference from small to large apartments. Occasionally, this is reversed, especially when there has been a considerable loss of income.

ADVERTISING AND PUBLICITY

The project is advertised mainly through the classified advertisements of newspapers. Twice a year a display advertisement is placed in the local papers; sometimes a picture together with a news story, is printed by the papers gratis. Radio advertising has been tried but was not found to be very effective. Also circularizing by mail has been tried. This was far too expensive and the cost not justified by the result. A list of civil service employees (printed in a city publication) was circularized but the response was small.

Attractive printed folders containing a photograph of the garden and playground, as well as a floor plan of apartments, are generally kept on hand and distributed to interested persons.

¹ Negroes, Puerto Ricans and Filipinos are excluded.

RULES AND REGULATIONS

Tenants are requested to sign a mimeographed list of rules and regulations at the time they submit an application for an apartment. All important fire, health, and sanitary ordinances are included in these rules, in addition to the particular regulations of the development. Just above the signature appears the following declaration:

"I hereby agree to abide by the Rules and Regulations and it is understood that failure to comply shall operate as my admission that I and other occupants of my apartment are undesirable tenants within the meaning of the term as used in the State Rent Laws."

The tenant is also given a copy of these rules to keep for his own information; when any of the rules are broken, the tenant receives a typewritten note calling the matter to his attention.

The premises are kept in a cleanly condition by the management and the tenants are expected to co-operate.

Occasionally it has been necessary to give a tenant who has proved obnoxious to his neighbors a 30-day removal notice. The management makes a thorough personal investigation before taking this drastic step. Dispossess proceedings for the non-payment of rent have been required on several occasions.

Cases of contagious diseases are called to the attention of the city health department, which places a notice upon the door of the tenant's apartment. If the family needs emergency assistance in calling a doctor, etc., the manager is always willing to help.

MANAGEMENT ORGANIZATION

The board of directors, composed of twelve men and three women, meets the third Monday of March, June, September and December, to decide on major policies. An executive committee, composed of the officers of the board, meets occasionally to consider special problems. The assistant treasurer of the corporation is the manager of the project.

This development was originally a co-operative but the depression of the past few years caused the plan to be abandoned and the tenants' investments were gradually returned to them or applied to rent. The stockholders meet once a year on the third Monday of December.

No tenants' council or house committees have been organized. Soon after the buildings were occupied, however, the management called a tenants' meeting to determine how many wanted to organize social clubs. Thereafter, the tenants assumed responsibility for recreational activities which are entirely self-governed. The manager is frequently consulted, however, for suggestions and advice.

The manager is in charge of the staff and selects the personnel whenever necessary. She supervises all the office routine, makes final arrangements with new tenants, and attends personally to all complaints and requests of tenants. With the assistance of the bookkeeper, she prepares all reports and handles correspondence.

The maintenance men, in service since the building was opened, include: a superintendent, two firemen (one serves for four months during the winter only; the other, who is employed throughout the year, works as a porter in the summer time); one full-time porter, one part-time cleaning woman; one painter.

No regular staff meetings are held, nor are staff reports required, with the exception of the superintendent's report of work done by painters. The manager and the superintendent have daily conferences to decide on special jobs which need to be performed.

The operating staff—superintendent, firemen, and porters—work on a staggered schedule, so that the average number of hours per week is fifty. Two members of the staff are in attendance on Sundays. All maintenance help get one week's vacation. The painters work eight hours a day.

Office assistants have an eight-hour day. A two-week vacation is granted to each.

The office, located in a ground floor apartment, is kept open from 9:30 A.M. to 5:30 P.M.

LEGAL, ACCOUNTING AND STATISTICAL PRACTICES

No lease is required in this development. The House Rules require, however, that tenants give the office a thirty-day notice of intention to vacate the apartment. Similarly, when the management wishes to dispossess a tenant, he is given a thirty-day notice.

Rent is paid in the office on the premises and is due on the first of each month. A rent receipt (a single printed slip) is made out in advance showing month, tenant's name and apartment, and amount owed. At the bottom of this slip there is the following statement printed in bold type: "Rent is payable on the first of the month. This receipt is not valid unless paid in the office and signed by an authorized official."

When cash or a check is received, the tenant is handed the receipt and the amount is entered in a day book which records on a dated sheet all receipts taken in by the office during that day. These totals are later broken down into rent, refrigeration, and other items.

If rent is not paid by the fifteenth, a printed reminder, as follows, is sent to the delinquent tenant:

"Our records indicate that your rent for the current month has not been received.

A prompt remittance is respectfully requested.

.....
For the Company"

If this remains unanswered, the manager writes a special note. When the tenant fails to pay for more than a month's time, the manager investigates the matter personally. If non-payment is due to sickness or unemployment, the manager tries to arrange for payments on an installment basis, whenever practicable.

There have been comparatively few delinquencies. If a tenant moves out with back rentals unpaid, a lawyer connected with the development is asked to take up the case. If the person is a salaried worker at a bank or similar institution, back rent can usually be collected; the company generally threatens them with

possible loss of job, and in some instances, their wages may be garnisheed.

Daily deposits of receipts are made in the bank. The office maintains a single checking account for deposits and checks drawn for the payroll and other expenditures. Checks are signed by the treasurer or the assistant treasurer. When the workers receive their salaries and wages, paid in cash, weekly, they sign a voucher.

Orders for supplies are usually made by telephone. All requisitions must be made by the staff through the office. A complete record of purchases is kept.

Requests for repairs are made out in duplicate in the office on a printed, numbered slip, showing date, apartment, name of tenant, work to be done, charges. The superintendent handles these repair requests and requires the tenant to sign the slip when the work is completed. This signed copy is then filed in the tenant's folder. The yellow duplicate is filed numerically for statistical information on repairs.

The following kinds of insurance are carried with four companies:

Blanket Bond, which covers all employees.....	\$ 5,000
Public Liability	25,000-50,000
Workmen's Compensation	
Plate Glass	
Safe and Burglary	3,000
Messenger (payroll)	
Fire	

REPORTS

The superintendent prepares reports on paint jobs done in the building, kind, where done, amount of paint used, etc. and submits these to the manager for her records.

The manager makes up a rent schedule each month, and also prepares a complete report annually which is required by the state board of housing. This report is made on a standardized printed form and includes the following: Balance Sheet, setting forth the condition of the company as of (date): assets, liabil-

ities and capital; Profit and Loss Account, showing result of operations for year ended (date); expense; Schedule 1—showing cash in banks; Schedule 2—analysis of investments; Schedule 3—interest due and unpaid; Schedule 4—mortgage payable; Schedule 5—surplus; Schedule 6—information pertaining to tenancy of apartments.

An auditor's report is prepared quarterly and annually and sent to the board of directors. A quarterly report is prepared, also, by the manager and gives a summary of the repairs made during the prior three-month period, a history of rentals, vacancies, general operation and recommendations for changes, should they be necessary.

RECORDS AND STATISTICAL INFORMATION

All information regarding tenants, such as letters of reference, application blanks, notices, etc. are kept in a tenant's file, alphabetically arranged.

A card catalog of apartments is maintained on which is recorded the kind and cost of painting and other repairs done therein from year to year.

A record is kept by the firemen and checked by the superintendent on the amount of coal used by hot water boilers and steam boilers, respectively.

BUILDING MANAGEMENT

The superintendent is in charge of all building operation and maintenance, and supervises the work of the porters and other workmen. He also keeps the manager informed of all details concerning building operation.

The porters have a regular schedule, but it is sufficiently flexible to include special emergency jobs. The hours of work are: 6:30 A.M. to 5:00 P.M.

The painters receive their instructions from the office, and work is checked up by the superintendent.

Routine job analysis has not been necessary, because the staff is comparatively small and consists of the same members originally employed when the project was first opened.

THE INTERIOR PREMISES

Steam heat is furnished from 6:30 A.M. to 11:00 P.M. in cold weather, usually beginning October 15th. The building has four coal boilers—two supplying steam and two hot water. Buckwheat #1 coal is used.) Hot water is furnished twenty-four hours a day. In the summer, the boilers are thoroughly cleaned and painted, and the tanks are scraped and painted. The hot water tanks also are drained and repainted during the summer.

The hot water pipes are made of brass and the cold water pipes of cast iron.

The building has twenty-five dumbwaiters. The superintendent inspects them at regular intervals for safety. They are cleaned every day and disinfected once a week, and the shafts are washed down and calcimined four times a year. A notice is placed on each dumbwaiter, asking the tenant to line his garbage can with paper and to empty it on call into a larger can placed on the dumbwaiter by the superintendent. The management believes incinerators are preferable to dumbwaiters.

Hand fire-extinguishers are placed in each hall as well as in the boiler rooms and paint shop. There are twenty-four such extinguishers in various parts of the buildings. Pails of sand and of water are kept on hand in the boiler rooms. There are several hose outlets on the outside of the buildings.

Structural defects, such as buckling floors and settling, were noticed the first year. The cracks in the ceilings and walls have been repaired where necessary. Walls around bathtubs have cracked badly since the installation of showers; tile is gradually being installed, five feet above the rim of the tub, on three sides.

THE EXTERIOR PREMISES

Occasionally, leaks in the roof occur. These are generally repaired by the superintendent. The porters keep the roof clean, sweeping it once a week. Tenants are not permitted to use the roof except for clothes-drying purposes.

Exposed exterior walls, after heavy seasonal rains, have re-

quired water-proofing and cleaning. The brick was pointed-up and weather-proofed some time after the buildings were occupied. This work was done by contract with outside workmen, and proved very costly. Windows have been weather-proofed with metal strips on the outside of the building.

The garden drains are cleaned when necessary—after heavy rains especially. Drains from the roof are also inspected after severe storms.

Originally, the garden was landscaped, and a gardener was employed from March until October each year. At present, the superintendent and the porters are in charge of gardening work. Now and then children destroy some of the shrubbery or break the fence. Some of the trees, such as cedars and pines, have had to be replaced by a hardier variety.

The walks of the inner garden are made of flagstone. These are cleaned by porters with a hose three times a week, and swept every day. The courts and sidewalks are of ordinary cement, and are cleaned every day.

“Project C has two heating plants using coal as fuel. These were less costly to install than one central plant, but the cost of maintenance is increased. The management experienced trouble in trying to raise heat at first. Blowers were installed at the advice of heating engineers without any improvement. Finally a fireman was found who knew how to raise steam with low fires without the use of the blowers. Some of the smaller bedrooms on the lower floors are heated only by a riser. This has not proved satisfactory because the tenants have no control over the heat. Some of these have been covered with asbestos in order to keep the bedrooms cooler.

“Flushometer valves on toilets have given trouble . . . caused by particles of dirt clogging the action of the valve. The management commented that if it were possible to screen the water much of this trouble might be avoided.¹

“The dumbwaiters . . . are now used only for the collection of garbage. They have been and still are a great annoyance as tenants will shake their mops in the shaft and at times throw refuse down them. Also they are too small.

¹ See Project A for additional data on plumbing.

"... the drains were not at the lowest point of the roof. This condition created puddles and resulted in leaks.

"... cracks have been more numerous on that portion of the building next to the subway,—due to the vibration of passing trains. A great many of these cracks between walls and ceilings could be eliminated by the use of metal lath strips at the intersection of walls and ceilings.

"... the oak flooring strips were of poor grade and have shrunk and warped. Knots have become loose so that resurfacing has been very costly.

"Slate treads have proved satisfactory . . . but the cement landings, while not difficult to keep clean, have a very untidy appearance.

"... the windows had to be caulked at the staff heads to stop wind and rain.

"... all of the exterior walls, parapets and bulkheads had to be waterproofed and joints in the brickwork pointed. The mortar may have been of poor quality originally, since much of it has disintegrated and fallen out. Integral water-proofing in the cement when walls are built might avoid a great deal of repair cost."¹

ROUTINE SERVICES

Garbage is collected every morning by the porters between seven and eight o'clock. A city collection service removes it from the premises every day. The law requires that garbage and ashes be placed in large metal cans at the curb. Ashes are collected by the city every other day.

The thirteen public hallways are swept once a day and washed once a week by the cleaning woman. The flooring is made of cement, and the stair-tread is slate; both are washed with a soap powder. The hall walls, made of dressed brick, are cleaned with a wire brush. The porters have a regular schedule for cleaning halls, walks, roof, and basement, which is sufficiently flexible to permit of additional jobs when necessary.

The doors of the public halls, the fire-escapes, and the outside trim are repainted every five years by contract painters. The community rooms are redecorated by a special spraying process

¹ From "A Preliminary Study of Low-Rental-Housing Maintenance Problems as Affected by the Work of the Architect," Housing Study Guild, May, 1935.

at least once a year. This work is done by the porter and superintendent. Boiler rooms are washed down and calcimined in the summer by the firemen who also paint the roofs and pent-houses during this time. Apartments are painted every two years by the staff painter, and a careful record of date, amount of paint used per apartment, etc. is kept. A standard buff color is used for the walls. Enamel is applied on bathroom and kitchen walls.

REPAIRS AND REPLACEMENTS

Bids were originally taken on large orders of supplies, especially on paints. At present all paint is purchased from one company. Repair parts such as faucets, and ordinary supplies like brooms, are bought in small quantities.

Minor repairs of all kinds are handled by the superintendent and operating staff. When an important boiler repair is required, an expert is called in. The superintendent installs electric outlets in apartments, and shower baths when requested by tenants.

Defects in equipment are not looked for according to a routine schedule, but are immediately attended to when reported by the tenant. Maintenance men are expected to note and report defects when they perform their jobs on the roof and in the halls every day.

The only charges against tenants consist of a twenty-five cent deposit for a key to the carriage room, which is refunded when returned. Lost door keys are replaced at a charge of twenty-five cents. Door locks are not supposed to be changed without permission.

Hall fixtures are inspected every day to see that lights are on. Bulbs are covered with locked wire screening to protect them from vandalism. Apartment fixtures are repaired upon request without charge, if the repair is a minor one.

"Public light switches have taken their share of maintenance. . . . Switches in the entrance archways had to be disconnected and placed in the basement so that tenants and children could not tamper with them. Key switches at the bottom of stairways would be plugged up with chewing gum or short-circuited with hair pins. Switches for public lights should be protected from

tampering or placed in the office or main switchboard for better control. Provision for turning on lights in series for stairs is desirable, as on certain days light is required at the lower portion of a stairway when not necessary at the top.

"The lack of sufficient convenience outlets . . . has been overcome by the later installation of switches and receptacles at considerable expense. The additional wiring and outlets consisted of a switch for living room ceiling light and one convenience outlet for each living room and kitchen.¹

SPECIAL EQUIPMENT AND SERVICES

The kitchen of every apartment has a duplex basin and wash-tub, and a metal clothes dryer on the ceiling. There are no basement laundry facilities. Clothes-drying is done on the roof. Wooden racks are permanently placed there and the tenant furnishes his own clothes-line.

An exterminator services the entire building every two weeks. He is also on call, by contract, all year round. When the tenant is not at home, the superintendent admits the exterminator into the apartment.

Window shades and shower curtains are furnished each tenant upon moving in. When the shades—which are washable—are new, the management covers the cost of washing once in two years; thereafter, once a year. This type of shade can be washed at least three times and is considered more economical in the long run than a cheaper grade. Screens are furnished for the first floor windows of apartments in the rear, only, where the playground is located, to prevent window-breaking.

A master aerial for radios is attached to the coping of the building to which the tenant attaches his own wires. Connection with the main aerial must be properly insulated to avoid static.

Mechanical refrigeration—both gas and electric—is furnished. It has been found that the gas refrigerators are more expensive to the management because of water charges; in addition, carbon forms in the burner, while any disturbance in the street main tends to produce dirt in the pipes. All of these conditions require close attention.

¹ *Ibid.*

There is a large, glass-covered bulletin board in the center of the garden, where various notices of interest to the tenants may be placed. This is kept under lock and key; the permission of the office must be obtained for posting notices.

A storage room to which the superintendent, alone, has access, is set aside in the basement for tenants' trunks. Sometimes, when necessary, furniture is stored in another room at the tenant's own risk. A special perambulator room is provided in the basement for toys, bicycles, baby carriages, etc., and each tenant is supplied with a key.

"Wood drainboards originally provided . . . were not satisfactory. Fibres expand and boards split from continuous dampness. They are being replaced with enameled iron drainboards."

". . . showers were not provided generally and it was found necessary to install attachable showers to the tubs with shower curtain and rod.

". . . the shades were of . . . a 'Tontine' washable material. These shades have proven very serviceable. There has been little replacement as yet,—they can be washed successfully three times.

"Project C originally had ice-boxes but has found it necessary to replace them with mechanical refrigeration, due to tenant demands. Water-cooled gas refrigerators were the first refrigerators bought. They proved economical and quiet. They gave considerable trouble with carbon collecting on the air screen so that the flame did not get sufficient air and would go out. The burners on these refrigerators were changed by the gas company to a more modern type that gave no trouble with carbon. Also the water would stop flowing due to loss of pressure in the water lines or due to particles of dirt clogging the small water lines. These interruptions in service caused dangerous gas leaks which in two instances had serious results.

"The next refrigerators bought were air cooled gas refrigerators. These have proved better than the water-cooled type. They are, however, inclined to heat the room they are in, especially in warm weather, unless there is adequate circulation of air.

"The lack of slop sinks for porters and cleaners is a serious problem. Slop sinks were installed at the top of each stairway at Project C, but a place on the first floor or second floor would be more satisfactory."¹

¹ *Ibid.*

COMMUNITY ACTIVITIES

The manager maintains a friendly relationship with tenants and gives them every encouragement in the organization of activities. She is herself a member of the various clubs but does not attempt to supervise or direct them. The tenants frequently consult her for advice and suggestions, but the groups are self-organized. When the social rooms are desired for a special event, the organizers must obtain the permission of the management. A nominal fee is charged to cover cost of electricity. The rooms and heat are furnished free of charge. The Men's Club pays \$2.50 a month and the Women's Club pays \$2.00 a month for the regular use of their meeting rooms. No charge is made for children's activities.

When tenants are in want of advice or assistance, or desire to start a new activity, they submit their plan to the manager, who works out a schedule for the use of the rooms.

The manager also assists tenants who ask for recommendations in efforts to find work. Occasionally she communicates with the social agencies if the family is in especially difficult circumstances, due to unemployment or other social problems.

A small playground with a concrete floor is available for small children in the back of the building. It has a merry-go-round and other small pieces of equipment, but there is no supervision. Older boys find it necessary to play in the streets or attend the city playground, some distance from the development, where tennis, handball and other recreation are available. It is too far, however, to be of great service to the project.

A lot 50 feet by 100 feet opposite the building has been acquired recently for a playground. It is now being put into condition for children as well as for mothers with babies. A small hand-ball court, croquet, slide, see-saw, sandbox, rocking boats, etc. are being provided. The parents are making contributions in the form of membership dues, and recreation leaders have been assigned temporarily by the Emergency Relief Bureau, Works Division.

The basement is equipped with three rooms used for recrea-

tional purposes. In the daytime there are the following activities for children, under the supervision of volunteers from among the tenantry:

Monday

Drama Class: Boys and Girls 4:30 to 5:45 P.M.

Pastime Boys' Club—eight to fourteen
years of age 6:30 to 7:30 P. M.

Wednesday

Music—Boys and Girls 4:30 to 5:45 P. M.

Thursday

Tap and Acrobatic Dancing—Girls 4:30 to 5:30 P. M.

Friday

Girls' Social Club—eight to fifteen
years of age 4:30 to 5:30 P. M.

Saturday

Afternoon: Indoor Games for Children.

The clubs occasionally sponsor special events to raise money for the purchase of indoor game equipment, etc.

The Emergency Relief Bureau, Works Division, sends drama, singing, and folk dancing teachers to the project twice a week.

At night, numerous activities are scheduled during the week as follows:

Monday

Garden Social Club—Men 7:30 to 11:00 P. M.

Tuesday

Chatelot Club—Women 8:00 to 11:00 P. M.

Wednesday

Drama—Boys and Girls 7:00 to 7:45 P. M.

Music—Men and Women 7:30 to 8:15 P. M.

Drama—Men and Women 8:15 to 9:00 P. M.

Garden Social Club—Men 7:30 to 11:00 P. M.

Thursday

Chatelot Club—Contract Bridge—Women 8:00 to 11:00 P. M.

Friday

Garden Social Club—Men 7:30 to 11:00 P. M.

Two of the tenants who aid in these activities receive a small fee from the management. The tenant-editor of the monthly house organ, the Sun Dial, is also paid a nominal sum for preparing this paper.

The basement was equipped for kindergarten work at one time but, due to the dampness of the room, the group was discontinued. There is drinking water in the basement for the convenience of the club members, as well as lavatory facilities. A fully equipped kitchen adjoins the social hall for use when large parties are given.

Alcoholic liquors and gambling are forbidden at adult club affairs.

The Men's Club has furnished its meeting room with a pool-table, ping-pong table, tables for bridge and other games, quoits, etc. The members also undertook to decorate the room themselves.

CHAPTER XIV

Project D

A Co-operative Large-Scale Enterprise on the Eastern Seaboard

Project D, located in the eastern part of the United States, is a co-operative, limited dividend housing development under the supervision of a state board of housing. It consists of eight different units, constructed at various periods between the years 1927 and 1932. Units 1 to 6, completed in December, 1927, have 309 apartments; Unit 7, completed in December, 1929, has 204 apartments; Unit 9, completed in February, 1932, has 115 apartments. The total number of apartments is 630 (which includes two apartments taken over for library space); the total number of rooms is 2,441. They are divided as follows: seven two-room apartments; one two and a half-room; 177 three-room; ninety-nine three and a half-room; 102 four-room; 163 four and a half-room; sixty-eight five-room; ten six-room; one seven-room apartment. Buildings 1 to 6 are walk-ups; 7 and 9 are elevator. They cover about five acres of ground and two and a quarter acres are given over to gardens and walks.

All buildings are of semi-fireproof construction. The average rental is now \$10.12 per room per month. The project houses approximately two thousand seven hundred persons belonging to the skilled worker and white-collar groups including government employees, teachers, bookkeepers, salesmen, etc.

Prior to 1934, all applicants for apartments were required to become tenant-co-operators by purchasing fifteen shares of stock at \$100 a share for a three-room apartment, twenty shares of stock for a four-room apartment, etc. A minimum of \$150 per room was accepted as a down payment and the remainder could be borrowed through a bank, payable over a period of ten years at 6 per cent interest. (The rate of interest was reduced to 4½

per cent after July 1, 1933). The rental covered only the operating, amortization, and interest charges on the building. Today, due to the financial difficulties of many families, a down payment of \$50 to \$100 per room is accepted on a two and a half year lease. If the tenant does not wish to remain after one year, he can remove and receive his money back on condition that he pays a proportionate share of the cost of repainting the premises for re-letting. Also, today, a few tenants are taken in on a straight rental basis, but this is admittedly only a temporary arrangement. The majority of original tenant-co-operators have been financially able to continue their payments and maintain their co-operative status. A small percentage have been forced to move and a somewhat larger percentage have fallen behind in payments.

Community activities for both children and adults are regarded as an essential part of the tenants' life. As a co-operative venture, however, all such group organization is left entirely to the tenants, who have organized a Tenants' Council. This representative group in turn elects various special committees which are responsible for the proper development of the various recreational and educational functions.

SELECTION AND PLACEMENT OF TENANTS

It is not the policy of this project to investigate the home conditions of applicants for apartments. The management believes that a clean or well-furnished home is no indication of good character, and in a co-operative venture (as this is) the latter is more important. Many of the poorer tenants have given less trouble than those of better means, and adhere more regularly to the rules and regulations. Income as given on an application blank is not always a barometer of ability to pay rental because some families are better economizers than others. People of very low income, of course, are turned away, but the requirement made by this project of a cash down payment has prevented many of this type of person from applying. Very few families applying for residence have been turned away, largely because they have come through recommendations of tenants living in the project. Some check-up on applicants is made with employers,

usually by telephone. There is no discrimination as to religion or nationality. About ninety per cent of the tenants are Jewish and ten per cent Gentile, of Irish, German and French extraction. The size of the family is not a determining factor in selecting tenants. If, however, a very large family applies for a small apartment, further inquiry is made. The use of a three-room apartment by more than four persons is discouraged. While the buildings were in process of construction, a tenant could select his apartment from the printed floor-plan. Thereafter, the selection was limited, and a waiting list was developed.

The tenants' health conditions are not regarded as the concern of the management, and no effort is made to ascertain them before admitting an applicant.

Before 1931 there was a very long waiting list; however, while applicants were notified of vacancies, there were few responses. Usually tenants in the buildings immediately notify their friends of available apartments. In recent years there has been a noticeable increase in the demand for three-room apartments.

ADVERTISING AND PUBLICITY

Very little advertising, either in newspapers or other journals, has been undertaken because, in the past, the demand for apartments has been so great that extensive advertising has not been warranted. Free newspaper publicity was given this development upon several occasions.

Motion pictures of the building, showing the development from various angles, have been taken from the air. Also, motion pictures of community camp activities and of a co-operative convention held some time ago are available for display on special occasions.

A small descriptive booklet containing photographs of the buildings and gardens is mailed out from time to time.

RULES AND REGULATIONS

At present there are no separately printed rules and regulations. When the buildings were in process of construction, a mimeographed list of rules and regulations was distributed to

incoming tenants. The lease contains all the major rules, printed on the reverse side. Today, before a new tenant moves in, he is requested to read the lease and rules carefully.

A new tenant is asked, at the time he signs his lease, to make all complaints directly to the office rather than to workmen on the premises.

Some of the practices of this project are of special interest and may be noted here:

The lease (a yearly renewable) is considered terminated if the tenants do not abide by the rules set therein.

All members of the staff are required to be on the lookout for fire-escape obstructions and other violations.

A special policeman is on duty from 1:00 P.M. to 11:00 P.M. When he notices bedding in windows, fire-escape obstructions, unlighted hallways, etc., he either investigates these matters himself or reports them to the management.

A printed notice concerning the proper use of the incinerator is pasted on the wall above each incinerator shaft in the hall.

Children are not permitted to congregate in the halls and courts to play ball or fly kites. The policeman is expected to enforce this rule. Sometimes, children are disciplined by depriving them of balls, skates, etc., for a period of two or three weeks.

If one or more tenants are known to be breaking rules continuously, a tenants' meeting is called, or a sectional meeting of about fifty families, and the difficulties are discussed. The management believes it unwise, as a general rule, to approach the guilty tenant directly; it prefers to discuss the matter at a meeting. The tenant involved is bound to recognize the reference, and innocent parties are not offended. Embarrassment or resentment of personal accusation is also avoided.

Health problems are regarded as the concern of the tenants, solely. In case of contagious diseases the Board of Health automatically quarantines the apartment, and the management is in no way involved.

If a matter arises that is very serious, such as a minor theft by a child, a personal letter from the manager is mailed to the tenant. Sometimes the parent is approached, personally, by some member of the staff.

Routine visits to the apartment to inspect conditions are regarded as an intrusion on the privacy of the tenant. The theory of the management is that a few delinquent tenants are bound to be found in every large development; however, it is not right to investigate all tenants because of these few. For this reason, the management believes tenants' meetings serve the purpose adequately. It has also been found that the few illiterate or unclean tenants tend to improve as they observe other tenants of higher standards.

MANAGEMENT ORGANIZATION

The board of directors, composed of five persons (one being a member of the state board of housing), is elected annually by the stockholders, who also choose the manager. This board meets quarterly and decides the major policies of the development, giving consideration to the requests and desires of the tenants' council. The house committee, one of three special committees elected by the tenants' council, is expected to decide on minor matters which constantly arise concerning the welfare of tenants. The management makes every effort not to impose its will on the tenants; most difficulties are referred to the special committees set up by the tenants' council. (The other two important committees are: committee on community activities, composed of seven members, elected by the tenantry once a year; the commissary committee, composed of five members, also elected once a year. Sub-committees for the library and for the summer camp are also elected directly by the tenantry and are responsible to the committee on community activities).

Stockholders are permitted to hold office on the board of directors. However, no paid employee (with the exception of the manager, who was a member of the board prior to the passage of this rule), may be a member of the board, or of any committee.

Tolerance of the ideas of others is one of the cardinal principles of this project's management set-up.

The entire staff was selected by the manager. At present, there are three young women in the office on the premises who have

charge of office routine. One is a stenographer who also handles the billing for the co-operative stores, takes care of complaints, and is in charge of the switchboard; the second is cashier and receives rents; the third is bookkeeper for both apartments and co-operative stores. The maintenance staff includes: one superintendent, one handyman, three firemen who assist with other work also, one policeman, one gardener who assists in various jobs in the winter, five porters, and four cleaning women (some of whom are tenants behind in rent payment). Formerly there was a social director on the staff, but at present the management depends on volunteer leaders.

The staff for the co-operative stores is as follows: three clerks and a manager for the grocery, two men for the butcher shop, two salesmen and a buyer for the vegetable shop, two men for the milk and laundry business, two cashiers, and two errand boys. The office bookkeeper devotes half of her time to the stores and half to the apartments; her salary is allocated accordingly.

Union wages—\$43 per week, average—are paid to the store clerks. Profits from the co-operative stores are rebated to the tenant-co-operators in cash or stock. Firemen receive the union wage of \$35 per week; porters from \$26 to \$30 per week; handyman \$40; cleaning women from \$18 to \$20 per week.

The hours of office workers are 9:00 A.M. to 5:00 P.M. Maintenance men work eight hours a day, and store workers fifty-six hours per week—one hour less than the union schedule.

The manager and assistant manager supervise the work of both operating and clerical staff. New applicants for apartments are interviewed by the manager or his assistant.

The superintendent gives instructions to the operating staff as to special jobs. Certain kinds of work, such as mopping lobbies, etc. are performed routinely every day.

No general staff meetings are called. These are believed to be impractical because the problems of the different workers are not identical. The manager meets with his assistant and with the superintendent about once a month or more often, if necessary. He also calls a meeting of the commissary staff occasionally, to discuss mutual problems. The manager and his assistant confer frequently about all matters pertaining to the apartments and

stores. Occasionally, the entire office staff is summoned together for special instructions concerning their relationship with tenants.

At present, there is no social staff paid directly by the management. At one time, tenants contributed \$1.00 per month to cover the salary of a social director as well as other recreational costs. Today, only the librarian and the kindergarten teacher are maintained directly through small tenant fees. Three dollars a year entitles a family to take books out of the library.¹

LEGAL, ACCOUNTING AND STATISTICAL PRACTICES

The lease now in use is for a period of two and a half years with an option to terminate at the end of one year, or thereafter, if the tenant pays a proportional part of the cost of re-painting the apartment. The lessor also reserves the right to terminate the lease if the tenant is given a sixty- to ninety-day notice. Most of the families are tenant-co-operators holding stock in the corporation. Matters involving unpaid rentals are generally referred to the house committee, which investigates the case and makes a ruling on its merits. The management has had but two cases of dispossess since the inception of the development.

Rent is due on the first of the month and is accepted in the office by the clerk. Rent may be paid in installments during the month if the tenant prefers. Around the fifteenth of the month, a notice is mailed to tenants who are behind in payment, except to those who are known regularly to pay later in the month.

All money in the office is covered by insurance, and the management makes a practice of keeping on hand only whatever sums are necessary. Daily deposits of collections are made.

No concessions are given new tenants. A down payment for stock in the co-operative plan is required of all applicants for apartments.

When rent is paid, a receipt made out in advance is given the tenant. On it appears the name of the tenant, the apartment number, and the amount of rent due. These receipts are prepared by an addressograph machine which records the above mentioned

¹ See Community Activities for full description of tenant committees in charge of recreational activities.

data. If full rent is paid the tenant receives his receipt, immediately. Each month the receipt is a different color; when a tenant is behind in rent payments, these colored slips are clipped together and kept in a drawer according to building and apartment number. This enables the clerk to see at a glance how far behind in rent the tenant is when payments are made.

All cash received in the office is entered in the daily cashbook. Later, the amount of payment received for rental alone is entered in a rent ledger book.

As there is also a co-operative grocery, milk, meat, and laundry business, separate books are kept for the tenants' accounts in these items. An electric bill is rendered at the end of the month and payments recorded when made.

Orders for supplies are made by telephone or letter. A uniform printed order blank is used to designate special painting jobs to be done. This slip reads as follows:

(NAME OF DEVELOPMENT)

Address

City

.....193.....

To.....

.....

You are hereby authorized to execute the painting work of Apt.....comprising.....rooms at premises.....

This order to consist of the following work.....

Apartment Complete.....

Apartment Complete, less Floors.....

Remarks

.....

.....

Authorized by

The superintendent is empowered to order small things, such as soap, powder, mops. etc. For large orders he consults with the manager or his assistant. All invoices are checked with material received before bills are paid. Bills come directly to the office and are paid by check monthly. Bills are allocated according to a classification of accounts and recorded in a ledger of ex-

penditures. Paint bills, for example, are charged to renovation; soap, mops, powder, disinfectants, etc. to janitor's supplies; lumber, electrical, plumbing, etc. to repairs and maintenance; etc.

Advance budgets are not prepared. Generally, the expenses for the year can be estimated on the basis of those of previous years. Occasionally, large unexpected outlays for repairs not anticipated are required during the course of a year, these indicate that budgets cannot be strictly adhered to. Salaries and wages are paid in cash, on Saturday.

The following kinds of insurance are carried:

Fire	\$2,880,000
Public Liability	50,000-100,000
Elevator Liability (personal injury).....	50,000-100,000
Workmen's Compensation (in case of serious accidents workers can waive Workmen's Compensation and demand public liability)	
Damage by lightning (covered in fire insurance policy)	
Office Burglary	10,000

REPORTS

Every other week the management makes a report to the house committee on income, expenses, and vacancies, as compared with previous months. The superintendent reports, verbally, the major complaints of a serious or costly nature to the management. When a social director was on the staff, he made a verbal report to the committee on community activities twice a month. This was recorded by the secretary of the committee for permanent record.

A monthly audit of the books is made by the Co-operative League Accounting Bureau. An auditor's report is submitted quarterly to the board of directors and to the state board of housing. An annual statement covering all receipts and expenditures, and also giving conditions of occupancy, is prepared.

PROJECT D

Operating Income and Expenses from December 1, 1931 To November 30, 1932

	Total	Bldgs. #1-6	Bldg. #7	Bldg. #9 3/1/32 to 11/30/32
Operating income:				
Tenants rent (see Sch. 4) .	\$265,594.28	\$133,944.58	\$97,218.70	\$34,431.00
Store rental (see Sch. 5) . . .	9,875.00	9,875.00	—	—
Misc. inc. (see Sch. 6)	333.77	193.30	126.47	14.00
Total operating income . . .	<u>\$275,803.05</u>	<u>\$144,012.88</u>	<u>\$97,345.17</u>	<u>\$34,445.00</u>
Operating expenses:				
Wages—Boiler room	\$ 7,107.30	\$ 3,365.57	\$ 2,764.73	\$ 977.00
Repairmen	1,695.10	760.85	665.43	268.82
Porters	5,593.25	2,683.86	2,010.96	898.43
Cleaners	4,819.90	2,237.75	1,861.77	720.38
Gardeners	1,741.00	783.45	609.35	348.20
Insurance	6,675.57	3,490.19	2,518.34	667.04
Land taxes	13,269.17	8,005.35	4,024.67	1,239.15
Water taxes	4,413.17	2,062.85	1,461.76	888.56
Fuel	19,221.20	9,841.77	6,844.12	2,535.31
Repairs and maintenance (Sch. 7)	3,114.91	1,455.25	1,144.79	514.87
Superintendent's supplies . .	2,782.27	1,409.44	1,015.15	357.68
Exterminating	428.00	208.35	155.05	64.60
Renovating	18,436.00	9,600.00	6,420.00	2,416.00
Mortgage finance expense . .	480.00	480.00	—	—
Electricity	4,920.00	2,520.00	1,680.00	720.00
Garden expense	908.18	408.64	317.89	181.65
Int., mortgages and notes . .	110,534.78	56,370.00	39,158.47	15,006.31
Miscellaneous operating (Sch. 8)	1,106.18	503.76	403.31	199.11
Administrative salaries . . .	7,955.00	3,877.80	2,883.60	1,193.60
Stationery and printing . . .	288.78	139.11	104.13	45.54
Professional services	625.00	303.75	226.25	95.00
Misc. administrative exp, (Sch. 9)	816.85	464.65	295.03	57.17
Telephone	523.90	235.75	183.45	104.70
Total operating expenses . .	<u>\$217,455.51</u>	<u>\$111,208.14</u>	<u>\$76,748.25</u>	<u>\$29,499.12</u>
Gross operating gain	<u>\$ 58,347.54</u>	<u>\$ 32,804.74</u>	<u>\$20,596.92</u>	<u>\$ 4,945.88</u>
Additions to income:				
A. C. W. Service, Inc.	\$ 2,000.00	\$ 900.00	\$ 700.00	\$ 400.00
Dental clinic	125.00	56.25	43.75	25.00
Total additions to income . .	<u>\$ 2,125.00</u>	<u>\$ 956.25</u>	<u>\$ 743.75</u>	<u>\$ 425.00</u>
Deductions from income . . .	<u>\$ 60,472.54</u>	<u>\$ 33,760.99</u>	<u>\$21,340.67</u>	<u>\$ 5,370.88</u>
Depreciation:				
Buildings and fixtures . . .	\$ 60,215.49	\$ 32,701.55	\$20,389.14	\$ 7,124.80
Net gain or loss for period . .	<u>\$ 257.05</u>	<u>\$ 1,059.44</u>	<u>\$ 951.53</u>	<u>\$ 1,753.92</u>

RECORDS AND STATISTICAL INFORMATION

Records of complaints and repairs are carefully kept. The complaint form is a yellow printed card perforated in two places to permit a triplicate record. One of these cards is filed according to its number, the second according to apartment, and the third according to the trade (classification of work done). Information on Card 1 is as follows:

Apartment.....	Key.....	No.....
Nature of Complaint.....		
.....		
Date filed.....	Date attended.....	
Received by.....Attended by.....		
Report of Repair Man.....		
Time spent.....		

On Card 2:

Apartment.....	Key.....	No.....
Nature of Complaint.....		
.....		
Date filed.....	Date attended.....	

On Card 3:

Apartment.....	Key.....	No.....
Nature of Complaint.....		
Cause of same.....		
Approximate Cost.....		
Remarks		
Date filed.....	Date attended.....	

By the use of this method it is easy to determine how many repairs are made during the year, which apartments are requiring the largest number of repairs, and which types of complaints are most frequent. This system has revealed that some tenants are chronic complainants, and enables the management to act advisedly when requests are repeatedly made. Occasionally it is necessary to call a meeting of the tenants to point out that some of them are making complaints too often.

In order to avoid a rush on requests for repairs at the beginning of each month, when rentals are paid, tenants have been

asked to notify the office immediately when repairs are needed. Once a year, the accumulated data on repairs is tabulated to show the number and the nature of complaints, under plumbing, carpentry, etc.

Careful record is kept, also, of the amount of oil used during each month. The gauge on the liquidometer indicates daily consumption; the amount of oil consumed periodically is determined from the invoice. The annual statement of operating expense shows dates and the cost of fuel for a given year; this is compared with the previous year, and gives cause for investigation if the figures do not correspond in some degree.

BUILDING MANAGEMENT

The superintendent is responsible to the manager and assistant manager, and the operating staff is in turn responsible to the superintendent for the proper maintenance of the building.

There are interphone connections between the offices and the commissaries, restaurant, and drug store. At one time an alarm system was used but this has been dispensed with as unnecessary.

The superintendent comes to the office routinely, about once every hour, for instructions. Jobs are assigned to the painters by means of a printed form containing instructions. Other jobs are assigned verbally.

No routine inspections are required. All members of the staff are expected to note and report leaks and needed repairs immediately.

The handymen take care of repairs under the supervision and with the assistance of the superintendent. The men call at the office for complaint forms which are made out in triplicate. The superintendent fills in the kind of repair attended to after it is completed, and returns it to the office for filing.

THE INTERIOR PREMISES

The buildings are equipped with ten automatic oil burners, thermostatically controlled. Heavy grade #6 oil, which must be pre-heated, is used. The burners are located in three boiler rooms in different sections of the basement. In the winter months, six

of these burners are kept going, one in each boiler room being left idle in case of emergency. Heat is supplied from 6.00 A.M. to 11:00 P.M., except in very severe weather, when twenty-four hour service is given. Twenty-four hour hot water service is furnished. In the summer, the firemen whitewash the outside of the boilers, clean and scrape the tubes, and overhaul the boilers when needed. About every two years the boilers are lined with new firebrick.

Electric light is sub-metered to the tenants by the management which buys it wholesale. A master meter is located in the basement. Each tenant has an individual meter, and is billed for monthly consumption. The management maintains and cares for all electrical equipment. Individual gas meters for tenants are located in the basements and are taken care of by the gas company.

All the hot water pipes are made of brass; some of the cold water pipes are brass, others are galvanized iron. Leakages are repaired immediately when noticed. Occasional inspections of valves are made.

Dumbwaiters are cleaned, washed, and disinfected once a week. The heavy manila rope carrying the dumbwaiters is replaced when signs of wear are noticed. Dumbwaiter defects are usually reported to the office by milkmen and errand boys. The dumbwaiters are left open at all times.

Elevators are swept daily and washed three times a week. The superintendent services these elevators about once a week, greasing the parts, etc. The insurance company covering elevator accidents makes periodic inspections of the cables and all other important parts of the machinery.

Fire extinguishers of the hand type are kept in every boiler room.

Cracks in the walls and ceilings due to settling have been noted from time to time. These have been replastered and repainted when necessary. No difficulty has been had with building walls; a few cases of buckling floors have been called to the attention of the management.

THE EXTERIOR PREMISES

Infrequent leaks around the roof flashings have required repairs. Drains from the roofs are checked occasionally, particularly after heavy storms. Garden drains rarely give trouble and are not routinely investigated.

Pointing-up of exterior walls is done by the project staff. The management possesses its own scaffold and when necessary, joints are cut out and refilled with water-proof material. Most of the trouble has occurred on the east side of the buildings, where heavy rains lash most severely against the walls. The water seeps through to the inner walls, particularly after a continuous rain of three or four days.

The garden is landscaped and attended regularly by a gardener and his summer assistant. Sometimes shrubs, frozen from the severity of the winter, have to be replaced. There is very little vandalism by the children; they are accustomed to flowers and grass, and respect them, particularly since one group of children were permitted to have their own little garden of vegetables and flowers, one summer.

The court walks are made of even concrete blocks and are swept by the porters every day, in good weather.

"The heating . . . is a vacuum steam system supplied by three plants. Johnson Oil burners are used and each plant has a reserve boiler. Pipe risers in bathrooms and kitchens have returns. Hot water is supplied summer and winter through the heating boilers. . . .

"Project D does not have dumbwaiters (in elevator units). One incinerator is provided at each stair and these take care of the garbage. Waste paper and wood is used to burn the garbage . . . the incinerator flues enter the chamber in the center, thus insuring sufficient air circulation.

"Project D has oak floors of excellent quality and in very good condition.

" . . . the entrance hall walls are of imitation travertine and the stair halls of craftex. These have proven very satisfactory.

" . . . the public rooms in the basement have plaster walls and ceilings, floors are of wood." ¹

¹From "A Preliminary Study of Low-Rental-Housing Maintenance Problems as Affected by the Work of the Architect," Housing Study Guild, May, 1935.

ROUTINE SERVICES

Every building is equipped with an incinerator where tenants dispose of their garbage, rubbish, bottles, tin cans, etc. Incinerator remains are removed by the porters every other day and placed on the sidewalks in cans for collection by the city service.

The halls and stairways are cleaned, and the brass is polished every other day by the cleaning women. The tile floors are scrubbed with scouring powder, the lobbies are mopped, and the outer courts cleaned every day by the porters. This is routine work for porters and cleaning women.

Inspections are made of the roof and hallways, about once a week, by the manager, his assistant, or the superintendent. Conditions in need of attention are noted and corrected.

Painting and plastering is done under contract with several companies. Union painters, only, are hired. Each apartment is repainted when a new tenant moves in, and thereafter every two and a half years.

The hall walls are made of travertine, a composition resembling marble, which requires no painting and little care.

REPAIRS AND REPLACEMENTS

Competitive bids are sought on large orders, especially for cleaning supplies and fuel oil. These are purchased and stored on the premises in comparatively large quantities. The superintendent is authorized to order small quantities of supplies when necessary. The office clerks are alert in keeping the office supplied with necessary equipment.

All repair work, with the exception of painting, is done by the staff. Occasionally, special kinds of electrical work call for the services of a licensed electrician. For the sake of economy and convenience, the superintendent is preparing to obtain such a license. Whenever possible, unemployed tenants are hired to perform various kinds of jobs around the buildings; in this way they are able to reduce their rental indebtedness. Although there are no routine inspections, it has been found in the past

that defects are discovered early enough to prevent serious difficulties.

Each tenant is furnished with two keys for his apartment and one for his letter-box. When one of these is lost, the tenant is charged twenty-five cents for the replacement of two. These keys are made on the premises by the superintendent.

When an extra outlet for electricity is desired, the tenant is charged only for the time required to install the device. Sometimes a tenant requests that his radiators be changed. This service is given but must be paid for in advance. Shower curtains and window shades must also be paid for in advance when these are requested before their five-year "life period" has elapsed.

"Project D buys the electricity under a master meter from the public utility company. It is then sub-metered to the tenants at the same rates charged by the utility company with the exception that there is no minimum charge. The tenant pays for what he uses if only ten cents worth. The management claims this is very profitable but does not advise it for a project of less than 300 apartments. In some cases tenants . . . required the removal of center lights from living rooms."¹

SPECIAL EQUIPMENT AND SERVICES

Each apartment is equipped with a combination sink and tub, and a clothes-drying rack in either the bath-room or the kitchen. The basement gas driers formerly used are now closed; the roofs are used for drying clothes. Basement tubs, originally installed in one of the buildings, were never used by the tenants.

Exterminating service is furnished by the management. In accordance with a monthly contract, the exterminator enters each apartment once a month or on special call.

Washable window shades and shower curtains are furnished new tenants without charge.

There is no switchboard telephone service, but for the convenience of residents, the halls of three buildings are equipped with pay-station booths. In case of emergency involving any of the tenants, messages are accepted and relayed through the office.

¹ *Ibid.*

All radios are required to be attached to indoor aerials.

Electric refrigeration is supplied in each apartment as part of the building equipment. A few apartments have gas refrigeration.

A bulletin board for announcements of interest to tenants is conveniently located in the main hallway. However, when a special event is to take place, mimeographed circulars are prepared and placed under the doorway of each apartment.

Storage rooms have been provided in the basement of each building for tenants' furniture and trunks. No guarantee as to safety is given, but the law places some degree of responsibility upon the management. These rooms are kept under lock and key; the tenant is required to call a porter in order to enter. There is no charge for storage service. Storerooms for baby carriages, sleds, kiddie-cars, etc., are also furnished free of charge to tenants. Each tenant has a key to the particular room which he uses and the door is supposed to be kept locked, but due to carelessness, property is occasionally stolen.

Special Equipment and Services

"Adequate clothes drying facilities should be provided on the roof as Project D which did not have such provisions had to install them later. Tenants invariably prefer to hang clothes to dry in the open air whenever possible.

". . . the gas dryers (in the basement) were discontinued for several reasons. The main reasons were: 1) enormous waste of gas caused by tenants who left gas jets on when finished using dryers, 2) the confusion caused on Monday mornings when almost all the tenants wanted the gas dryers at the same time, 3) tenants preferred and insisted upon hanging clothes to dry upon the roof because fresh air and sun were preferable.

". . . the shades are of Du Pont 'Tontine' washable material. These shades have proven very serviceable. There has been little replacement as yet,—they can be washed successfully three times.

"The first electric refrigerators used . . . were Kelvinator machines. These have proven very poor, gave constant trouble. They used too much current and did not keep a constant temperature. The majority of these machines were replaced, after five years of

service, with Westinghouse machines. These latter have been in use four years and have so far given no trouble.”¹

COMMUNITY ACTIVITIES

In a co-operative housing venture such as this, the management and the tenantry are not two distinct entities, but are in reality two parts of the same body. The tenants, who are the stockholders, elect the board of directors and the manager, and all policies concerning the project are decided by mutual discussion and agreement. The manager, however, has on occasion had a restraining influence on the tenantry concerning certain group activities, but this influence has been one of moral suasion rather than of force.

Tolerance is the keynote of the management's attitude; the tenants are expected to show the same tolerance toward the ideas and desires of others that they demand themselves. Sometimes very heated discussions have taken place at the Tenants' Council meetings when a question of minority rights has been involved. Great leeway is permitted the tenants in the organization of both social and political groups. Social activities, however, are under the jurisdiction of the elected house committees. The various political groups are given the privilege of holding meetings in the assembly and other basement meeting rooms, but must pay the development a fee to cover the cost of such usage. To avoid unnecessary conflicts between certain political factions, the management has been forced to forbid debates on controversial subjects which in the past tended to leave antagonistic feelings among the tenants, even after the debates were over.

In a co-operative housing venture, the tenants themselves, given the opportunity and facilities, will organize and develop their own community activities. The manager of this development permits complete autonomy in the development of such activities and avoids every possible semblance of paternalism. Tenants who do not wish to take part in group activities are in no way annoyed. There is no compulsion whatsoever in community participation, and various activities are undertaken and dropped

¹ *Ibid.*

according to the tenant's own wishes. However, in order that systematic arrangements can be made, various special committees are elected by the Tenants' Council to supervise the details.

Each year a general meeting of the Tenants' Council is held to elect the three major committees: the committee on community activities, consisting of seven members; the house committee, which has jurisdiction over certain management policies; and the commissary committee. A standing committee elected to arrange lectures and forums and a sub-committee on the library are responsible to the committee on community activities. Each summer a special meeting is called to elect a summer camp committee to arrange for the activities of the children during the warm weather.

Prior to 1935, all tenants paid a fee of one dollar per month to cover the cost of social activities and the salary of a part time social director who was maintained on the staff. At present, however, due to economic pressure upon the tenants, the fee has been dispensed with, and volunteers among the tenants are expected to lead the activities. (City and state educational departments have furnished special teachers during recent years for tenants interested in improving their education).

The management believes that the most important feature of a co-operative housing development is to teach the children real co-operation. When this effort is successful it has a beneficial effect, socially, and directly influences the physical appearance of the premises; by learning to co-operate, the children also learn to respect their mutual interests.

The management believes that controlled activities for children during the daytime are not as important in the winter as in the summer; during winter, school takes up the greater part of the day, and there is little time for mischief before dark. (This project is surrounded by parks, a nearby lake, and high school athletic facilities which keep the children occupied in various ways after school hours). In the summer, a children's camp is conducted under the supervision of a paid camp director and several counsellors. Each tenant who wishes to utilize this opportunity pays a nominal fee of seven or eight dollars per child. The group is taken to a nearby swimming pool every morning;

each afternoon the children are kept occupied in various healthful activities under the guidance of counsellors. For example, the older children who know how to swim are permitted to row on the lake; the others participate in games, etc. Scholarships are granted those children whose parents cannot afford the camp fee. The scholarship money is raised by the tenants who conduct special events for this specific purpose.

A kindergarten is conducted during the winter months under the auspices of The Women's Auxiliary. Tenants are charged four dollars per month for each child attending. A trained kindergarten teacher is maintained to supervise this group.

A number of children's clubs are functioning, all under the jurisdiction of the committee on community activities. When a new club originates, the committee inquires into its purposes and orders a group leader to be present at meetings. At the present time (1934-1935), there is an athletic club composed of boys from twelve to fourteen years, and an educational group for boys from fourteen to sixteen years called the Acabs, which discusses plays, books, and current events. A volunteer leader is in charge and the members pay a small sum as dues.

Girls of the development have occasionally organized themselves into clubs, but have for some reason disbanded very quickly.

Evening classes in mechanical drawing, wood carving, and art are conducted by volunteer tenants for young people, when there is a demand for such activity.

Schedules for the use of the basement rooms are arranged by the committee on community activities.

There is a playground on the premises equipped for small children. In a project such as this, surrounded by parks and open areas, there is less need for playground space than in more crowded districts.

The adults have organized themselves into various groups and have co-operated to equip the project with a library, a club room, and other desirable community features. When it was desired to furnish books for the library, a bazaar was arranged by the women tenants at which two thousand seven hundred dollars was raised. Other types of entertainments, such as con-

certs and lectures, are conducted from time to time to raise additional funds.

The library is open to both children and adults for several hours a day except on Sundays. Dues amounting to \$3.00 per year per family permit each member to take out a book for a period of two weeks.

Forums and lectures are arranged by a standing committee appointed by the committee on community activities and are held in the Auditorium, which seats about 400 persons.

The Board of Education conducts a class in reading, writing, and civics for foreigners living within the development. This year the State Education Department has been conducting classes in literature and psychology two days a week. The management furnishes the room, electric light, seats, and cleaning service free of charge.

The Women's Club is one of the active groups which sponsors various events to raise funds for special community purposes. Occasionally, a speaker is invited to address them on domestic science, birth control, and other subjects of particular interest to women.

In 1934-35, a very successful New Year's party was sponsored by the committee on community activities.

The clubroom has been equipped with chairs, tables, cushions, etc. by a special house club set up for the purpose. This room is open to all tenants for rest and recreation. Chess, checkers, and other games are enjoyed here, particularly at night. A restaurant, owned by the house and managed by one of the tenants, adjoins to the clubroom. (This restaurant was originally a co-operative effort, but is now a concession let out to one of the tenants).

Some of the special groups into which tenants have organized themselves, having no relation to the management or to the project as a whole, are as follows: A Jewish synagogue, attended mainly by elderly men and women; the Workmen's Circle and an affiliated school for the teaching of Jewish history; a branch of the Socialist party; and several other political and religious groups. Each of these pays a nominal rental for the use of the basement community rooms.

A co-operative laundry, milk, grocery, fruit, and vegetable

store, as well as the electricity and sub-metering service, are all under the supervision of the commissary committee and the manager of the project. All profit earned is either rebated in cash to the co-operators or returned to them in the form of stock dividends. A certain percentage of the profit is deducted and placed in a reserve fund.

CHAPTER XV

Project E

A Model Non-Profit Housing Project for Negro Families

Project E is an Eastern large-scale co-operative housing development for Negro families. It was built by a philanthropist as a demonstration in good housing for Negroes and is run as a business enterprise, with the tenant-subscribers paying for maintenance and upkeep through the rental and gradually buying an interest in the development. The builder receives interest on his original investment, but no profit.

The buildings are five- and six-story walk-ups, occupying a full city block and constructed around a large central garden. They are of semi-fireproof construction. There are six buildings and all entrances to stair-wells are in the interior courts.

There are 528 apartments with a total of 2,392 rooms. The apartment sizes are as follows: two one-room apartments; one two-room; twenty three-room; seventy-one three and a half-room; forty-seven four-room; seventy-five four and a half-room; 244 five-room; fifty-two six-room; two seven-room. In addition, on the east and west sides of the project there are stores, one of which is used as an office for the two resident managers and the office staff.

The tenants are of the higher income group among Negroes generally and are composed of both wage-earners and white collar workers. Teachers, lawyers, and nurses are included among the tenantry, as well as pullman porters, janitors, garbage collectors, and cooks. Approximately two thousand persons dwell here, of which number 322 are children sixteen years of age or under.

The average rental per room per month before the depression

was \$14.50; this included maintenance, interest, and savings. The rents ranged from \$11.50 per room per month to \$17.50. At present, the average rental is \$12.95. Because of unemployment and general financial difficulties which Negroes have suffered even more than whites during the past few years, some of the apartments have been rented for a period of one year without the co-operative arrangement. However, renters tend to become co-operators. Also, in some cases two families have been permitted to share a large apartment so as to bring down their individual rents. The management, however, keeps careful check on this situation to avoid the evils of overcrowding.

Two different co-operative plans in effect at the present time were instituted as a concession to tenants having difficulties in making payments. In cases where a smaller monthly sum is now paid, the period of amortization is lengthened; in the reverse case, where a higher monthly sum is paid, the period is shortened.

Great emphasis is placed by the management on the social aspects of housing. Various community activities are encouraged, and close co-operation between tenantry and management is maintained. A deep personal interest in the welfare of the tenants is taken, particularly by the assistant resident manager (a woman), who gives advice and counsel in all the problems which may affect the individual members of a family. A vocational guidance bureau, a legal aid bureau, and other social services for the benefit of the tenants are in effect at all times.

SELECTION AND PLACEMENT OF TENANTS

All prospective tenants are required to fill out an application blank. The information on this blank is not the only determining factor in selecting a tenant. The impression made on the manager or the assistant manager during the interview also counts considerably, inasmuch as certain standards of character are invoked in selecting families for residence in this development. When there is any doubt in the mind of the interviewer concerning the applicant, a visit is made to the home so that further facts can be gathered to help the management decide whether

the particular family will fit into the environment. The income, as recorded on the application blank, does not always indicate the ability of the applicant to pay the rent, in the opinion of the management, because, among Negroes, there is a great deal of part time, over-time, and occasional work. This means that one week the income may be sufficient to justify the rental asked while the following week it may fall below the necessary minimum. Therefore, each family's financial situation and the working conditions of every member of the family are reviewed very carefully. The management feels justified in investigating the home conditions in great detail in order that future difficulties and hardships may be avoided. If it appears that a family's living standards will be lowered in order for them to meet the rental, the applicant is discouraged from undertaking the responsibility and is urged to seek cheaper quarters elsewhere.

Sometimes the stated income is more than sufficient to pay the rental asked, but investigation reveals that the family is engaged in some illegal or undesirable activity. Such applicants are turned away. The kind of job an applicant holds is a very important factor. The tenantry must be sufficiently homogeneous to make the co-operative endeavor successful and to keep the development up to the high standard set by the builders. Every case is handled individually; there are no rigid rules in the selection of tenants. Sometimes the references of those given as references have to be checked.

The development is limited by unwritten law to members of the Negro race, but there are no political or religious restrictions.

Social agencies are not contacted for information on tenants, nor are former landlords. Some employers cannot be questioned, even though references to them are given, because frequently an applicant is holding a job only because he or she is able to pass for a white person. Such employees, since this development is known to be for Negro families only, do not state their true home address; the management feels that it is its duty to co-operate in such instances. However, other references are investigated to check up on the desirability of an applicant.

So far as possible, applicants are given their choice of apartments. Where it is evident to the management that some mem-

bers of the family are ill or elderly, the family is advised against taking apartments on upper floors; if there are but few apartments available and the applicant wishes to live in the project, he is allowed to take an upper one, but is advised to avoid stair climbing as much as possible.

No more than two persons per room are officially permitted, and in many instances there are less than this number.

At present there is a waiting list for two, three, and four-room apartments, of which there are comparatively few in the development. More small apartments are now being constructed out of six-room apartments. At one time there was a very long waiting list for every kind of apartment, and postcards were mailed out notifying applicants of vacancies. A special type of postcard was used which had attached a stamped return card, containing a notice that unless the applicant responded, his name would be removed from the waiting list. This method served to clear the files of obsolete names.

ADVERTISING AND PUBLICITY

The management believes that word of mouth advertising is one of the most effective types and it depends on this method a good deal. However, circulars, printed postcards, a project newspaper, and various kinds of fliers are sent out occasionally to lists of pullman porters, dining car men, post office employees, etc. Notices of vacancies are sent to a list of persons recommended by the tenants. Similar notices have been sent in the past to the roster of men in the National Guard. This type of mail advertising is undertaken only when there is a lull in the number of applicants for apartments. Advertising in the local community newspapers has also been tried, but not much dependence is placed on this method.

Stereopticon views of the development are shown by the manager or assistant manager at church or club meetings where they are frequently invited to lecture. This has created a great deal of interest in the development among residents of the neighborhood.

RULES AND REGULATIONS

A series of twenty-six house rules are written into the two types of leases now used and are subscribed to by the tenant when the lease is signed. Such rules explain very carefully what is permitted within the apartment and on the premises and what is forbidden.

Various methods are used by the managers to enforce these rules. If an unidentified tenant has placed garbage on a dumbwaiter in a fashion considered improper, or if some other important regulation has been broken, everyone on the stairwell receives a typewritten form letter, personally signed by the manager or assistant manager, calling the matter to his attention. If this does not bring the desired result, a personal letter is sent to everyone on the stairwell. If this, too, fails, a manager makes a personal call to the apartment of the party believed to be guilty, or to several apartments if necessary. Tenants generally respond to the first or second method. Only a few personal visits for cases of this type have been necessary during a period of eight years.

There has been no vandalism, and the management has found that the tenants who come from poorly kept apartment houses have responded almost immediately to the clean and improved environment within the development.

Members of the project constabulary inform the office when tenants break rules. If the matter is really serious, the policeman himself is authorized to approach the tenant. One of the most important regulations refers to the keeping of lodgers. Due to income difficulties, which Negroes in particular experience, the management has been lenient in permitting families to take in as members of their family groups persons of known character and dependability. However, careful record is kept of each family and the guests who may be living with them. No advertising for lodgers is permitted, but the management cooperates in securing desirable persons. Every resident is registered in a card catalog in the office and families having adolescent members are discouraged from taking in roomers.

MANAGEMENT ORGANIZATION

This project is under the supervision of a board of directors which has complete authority over all matters pertaining to policy. The management keeps in close touch with one member of the board to whom a weekly report is sent on the occupancy status of the buildings and on all the business transactions of the week.

Tenants are organized into a board of advisors consisting of one representative from each of the six buildings. The purpose of this organization is to help train the tenants in administrative wisdom so that they will be prepared to take over the management of the development when the debt is paid. This board has no power in matters of management, but regular meetings are held in the office of the advisors to discuss the problems of the community. The manager or assistant manager is called in when something of importance is being discussed. Conferences with the directors are also held from time to time.

Members of the working staff are selected by the manager and assistant manager. At present, it consists of the following: a cashier-bookkeeper and two assistants; a night clerk; a day clerk; head of the operating staff; a purchasing agent (who is also assistant to the head of the operating staff); a technical advisor (who is an architect and supervises the construction work involved in changing large apartments into smaller ones); twelve janitors (two for each building); and three relief men (when there are heavy snowfalls extra workers are taken on to clear sidewalks, etc.); three night firemen; one electrician; one master plumber and an assistant; four staff painters (extra painters are taken on by contract to redecorate vacant apartments); two plasterers; two full time carpenters; and a constabulary force consisting of five special policemen commissioned by the city Police Department.

The office routine was established by the managers and is conducted under their supervision. The assistant manager gives special attention to the personal and social problems of the tenants and interviews all applicants for apartments. The clerks are responsible for the proper handling of all office matters, each

person knowing his specific job, but ready to undertake special work when necessary.

The social staff is under the general supervision of the assistant manager, who is frequently consulted on personal matters concerning tenants and their children. The staff also includes a kindergarten assistant and a nursery school assistant, the latter being in charge of the playground when it is open. A young man is supervisor of the night club for young boys, and the director of an athletic field is maintained by a special dispensation made by the owner of the development.

The management finds that by requiring members of the staff to submit periodic written reports on work done or activities engaged in, a close check can be kept on everything taking place within the development day or night. These written reports often serve to assist in clearing up difficult situations.

LEGAL, ACCOUNTING AND STATISTICAL PRACTICES

At the present time, two lease forms are in operation, one for tenants who wish to become subscribers to the co-operative plan, and one for those who merely wish to rent an apartment on a yearly basis. The first type renews itself automatically from year to year unless tenant gives notice ninety days before expiration date of intention not to renew. The rules and regulations of the development form part of the lease and are subscribed to when the tenant signs the lease.

Rent is payable monthly in the office located on the premises. The cashier-bookkeeper accepts payments through a small glass bullet-proof window in a partition separating this department from the remainder of the office. Tenants are supposed to pay rent between the first and the fifth day of the new month, and the office is kept open for this purpose until 5:00 P.M. five days of the week and until 1:00 P.M. on Saturdays. A policeman is on duty near the office during rent collection days.

When tenants fall behind in rent or fail to make payments early in the month, a printed notice is made out in triplicate, around the twentieth of the month, and one copy is sent to the tenant, notifying him of the amount of arrears. If no attention is

paid to this notice, a special letter is sent, signed by the manager, and if no response is received, the matter is turned over to an attorney for the corporation. The attorney sends a notice to the tenant requesting a conference. If this is of no avail, a dispossess notice is served. With people of good salary who try to evade their obligations, an effort is made to garnishee the wages after the premises have been vacated.

Payment of rent, which includes, in the co-operative plan, interest, upkeep, and stock is recorded on a special type of cash register-bookkeeping machine. This registers in triplicate, by one mechanical operation, the amount received. The amount of rent paid and the items covered by such payments are recorded in a loose leaf ledger.

When an apartment is leased on the co-operative plan, the new tenant is required to make a down payment at the rate of \$50 per room. A minimum of \$50 may be accepted, and the balance of the required down payment must be paid within one, two, or three years. No down payments are required when apartments are rented for a limited period.

Daily collections are deposited to a special account held in the name of the project. Disbursement checks are drawn from this account. The manager also has a special account to meet operating expenses and petty cash items.

The payroll is made up by the cashier-bookkeeper. Workmen are paid in cash and sign a voucher when receiving wages or salaries. The manager and assistant manager are paid by check directly from the main office. All members of the office staff are paid weekly. Janitors, patrolmen, and the head of the operating staff are paid semi-monthly, resident and assistant manager, monthly.

No budget is prepared at the present time, but careful economies are practiced. It is difficult to work according to a budget because unexpected expenses occur during some years, such as architectural changes, etc.

All supplies are purchased through the main office. Staff members report the need for certain supplies by filling out a mimeographed form addressed to the manager, asking that such supplies be ordered. The purchasing agent for the project sends his

requests to the main office in the form of a purchase order, which is made out in triplicate and approved by the manager or assistant manager. Discounts are usually obtained on large purchases.

All disbursements are recorded in a loose-leaf voucher register properly headed for analysis of the credit as follows: salaries and wages, with sub-headings such as doormen, boy's club, kindergarten, nursery, janitors, painters, etc.; furniture and equipment expense, with sub-headings such as janitors' supplies, office expense, paint supplies and repairs; stock, sub-divided into coal, janitors' supplies, paint and repair supplies; legal expense; real estate; electricity; and a column for miscellaneous items.

A printed job card, used for every piece of work undertaken on the premises, shows the kind of material utilized on the job, the cost per unit, the name of the workman, amount of time spent, and the hourly rate of wages. Every workman must sign when a given job is done. These cards are used to make up a daily time sheet showing hours of labor of each workman, which are in turn used to make up the payroll. These cards are summarized for profit and loss exhibit, as a check against estimates offered by contract to tenants in advance of undertaking of work.

The following kinds of insurance are carried:

Workmen's Compensation	} In adequate amounts.
Plate Glass	
Fire	
Public Liability	
Boiler	
Safe and Burglary	
Messenger and Office Hold-up	
Cashier and assistant are bonded	

REPORTS

1. A daily report to the treasurer is made by the cashier, showing collections, debits and credits, accounts receivable, etc.
2. A daily report on repairs made in all parts of the building is submitted by the head of the operating staff to the management. A weekly summary report is also prepared (current reports from the operating staff are kept on file in the office;

- old reports are filed in the basement to prevent over-crowding).
3. A daily report by each policeman giving information on hours of work, ground covered, possible intrusion, violations, etc., is required by the management. These also are kept on file in the office.
 4. Each janitor must make a written report on the amount of coal used and other matters relating to the upkeep of the building.
 5. The supervisor of the boys' night club, the supervisor of the athletic field, and the playground supervisor all make daily reports to the managers.
 6. A monthly inventory is made up of all stock on hand, after which necessary refills are made.
 7. Daily and weekly reports are prepared, the first to record all business transactions of the resident manager each day, and the second to summarize the transactions of the week for the benefit of the directors.

RECORDS AND STATISTICAL INFORMATION

A special file is kept in which each tenant has a separate folder. In this is placed all letters of reference, the application blank, confidential information concerning the various members of the family, and all other pertinent data.

When a new tenant is accepted, a special printed form is made out in triplicate giving the name of the tenant, the effective date of lease, term of lease, the plan of payment which he has selected, the proposed down payment, and concessions, if any. These are then used by the various departments in the project to make out other accounting forms and to check upon condition of apartment, etc.

Detailed records are kept on repairs. When a request for a repair comes to the office from a tenant, a printed form is filled out in triplicate. The original is kept in the office and filed numerically. The other two copies go to the workman assigned to the job. When the job is completed, the workman signs his name to one of the duplicate forms and delivers it to the head of

the operating staff, who in turn files it according to number. The third copy, upon being returned to the office, is then destroyed. (See form below.)

When a tenant wishes some special work done in his apartment, a contract is executed in duplicate on a basis of estimated cost. A description of the work to be done is made thereon, and the amount of the contract is collectable as rent. Care is exercised in keeping the cost within the estimate. One copy of this form goes to the tenant and the other to the cashier-bookkeeper.

Accurate information on health and crime conditions in the neighborhood is obtained by the management from the various city departments, and used for lectures given before church and club groups.

Metal cabinets are used for filing folders and cards. The fol-

Nº 8703

Date _____

REQUEST RECORD

Tenant-Subscriber's Name _____

Address _____

NATURE OF REQUEST

Tenant-Subscriber

Received by _____

Work completed _____ 19 _____

Inspection Report and Assignment _____

Done by _____

Charge to _____

Job No. _____

lowing files are kept: an alphabetical lease file; an alphabetical file of tenants' folders; an alphabetical general correspondence file; an office correspondence file (between the main and local offices); a placement service file, containing application blanks, letters of reference, etc. of tenants desiring jobs; an alphabetical file for letters pertaining to operating and maintenance; a card catalog, arranged by apartments, showing all repairs done in a given apartment (this information is transferred from the repair forms on to the cards); a card file showing the expiration date of leases, arranged by year and month; an alphabetical card file of tenants, giving information as to the sale price of the apartment, the down payment, number of rooms, etc.; a second card file of tenants, arranged alphabetically, giving the names of family members and roomers who may be living with them; a looseleaf register showing the number of persons living in each apartment and the age and sex of each.

When a tenant moves in he is given two apartment keys and two letter-box keys. An extra key to each apartment is always kept on hand in a duplicate key cabinet kept in the office. Only office employees or the policemen are permitted to use these for entry into occupied apartments in case of emergency. The resident managers and the head of the operating staff alone have a master key for each of the six buildings.

BUILDING MANAGEMENT

The head of the operating staff makes out the orders for jobs to be done and places them in an assignment file set up in the office. Each building has its special compartment, as has also the electrician, plumber, and other special workers. Workmen come into the office periodically to get these orders. Every week the head of the operating staff calls a meeting of his men, during which problems are discussed and the workmen praised or criticized. The head of the operating staff is responsible to the manager for the efficient functioning of his department. Occasionally the managers call a meeting of the office staff in order to get suggestions and to have a general stimulation of new ideas.

A general schedule for daily work has been set up, as follows:

First janitor reports to work at 5:00 A.M.
Starts the heating boilers and hot water boilers
Clean sidewalks on street and in courts and garden
Put out lights
Second janitor reports to duty 7:00 A.M.
Garbage pulled between 7:15 and 8:00 A.M. and placed out on the street for collection
Ashes set out on street for collection
Dumbwaiters scrubbed and basements cleaned
Start sweeping down stairwells
First janitor goes to lunch at 10:00 A.M.
Second janitor continues to work in stairwell and in care of boilers
First janitor returns from lunch at 11:00 A.M.
Second janitor goes to lunch at 11:00 A.M.
First janitor continues routine work, inspecting basements, roofs, vacant apartments and storage bins
Second janitor returns from lunch at 2:00 P.M.
First janitor goes off duty, providing there is no emergency work to be done
All stairwells swept down at least three times a week and oftener if necessary
All stairwells washed down at least twice a week and oftener if necessary
All roofs swept once a week, oftener if necessary
Stairwell windows washed twice a month, oftener if necessary
Vestibule door glass washed twice a week
All brass polished once a week
During summer months, basement walls are whitewashed and the building is put in good condition.
At the close of the heating season, grates are removed from heating boilers and all necessary repairs are made
The schedule for janitors is eight hours per day, 48 hours per week.

THE INTERIOR PREMISES

The buildings are equipped with seven coal boilers. Steam is furnished from 5:00 A.M. to 11:00 P.M. and throughout the night on holidays. A separate coal boiler furnishes hot water for which a twenty-four hour service is maintained. The heating boilers are cast iron and are cleaned by using one pound of soda ash per

horsepower of boiler rating once a year. Once a year, also, the tanks are emptied and scrubbed with a brush and thoroughly washed out.

All pipes for both hot and cold water are of iron or brass. When replacements are necessary, brass pipes are substituted for the iron. The head of the operating staff requires a routine inspection of all plumbing by the janitors. Tenants are requested to report leaks immediately, and a staff plumber who lives on the premises is always on call. The cold water pipes as well as the hot water pipes are covered with asbestos to insure the proper temperature.

There are fifty dumbwaiter shafts in the development. Each apartment has direct access to the dumbwaiter. A set of rules for its proper use is posted in each apartment. Garbage is collected once a day, after which both the dumbwaiters and shafts are washed and disinfected. The ropes are examined periodically and replaced when necessary. Metal containers must be used. Every summer the dumbwaiter shafts are whitewashed.

Seven hand fire extinguishers are located in various parts of the building, such as the nursery, kindergarten, club rooms, paint rooms, and office. There are also hose outlets in the garden which can be used in case of fire. Fire-escapes are inspected frequently by various members of the staff, and tenants are forbidden to place flower pots or other obstructions thereon.

Some difficulty has been experienced in the semi-fireproof buildings with settling. Cracking of the plaster, buckling floors, and bulging walls have been repaired, so far as possible. Sometimes the proper placement of a nail in the floor was sufficient to correct the difficulty of a buckling floor.

THE EXTERIOR PREMISES

The flashings on the roof and part of the exterior walls from the roof down have been water-proofed. Occasionally it has been necessary to repair roof leaks and to point-up the exterior brick, especially around the window frames on the north side of the buildings. This work was done by contract rather than by staff

members. The roof, used for the drying of clothes, is cleaned of paper and other rubbish once a week.

Fluorescence, which accumulates on the exterior brick, from time to time, is cleaned when necessary by using a stiff wire brush.

The garden drains are checked from time to time by the gardener to prevent clogging. Cesspools in the basement are also inspected by the janitors and gardener.

Because the management believes that every person should have a view of natural green, the garden is beautifully landscaped, and in the spring a great variety of flowers is planted. There has been comparatively little vandalism, particularly by children living in the development, thus proving, perhaps, that beauty is its own protection. Neighboring children occasionally intrude on the premises and cut tulips and hyacinths, but, for the most part, the tenants and neighbors enjoy rather than destroy the garden. Teachers from near-by schools are invited by the management to bring their pupils to see it when it is in full bloom.

The garden walks are made of ordinary large, concrete blocks. These are cleaned daily according to a routine schedule.

ROUTINE SERVICES

Garbage is collected regularly every morning between 7:15 and 8:00 o'clock; tenants are expected to be ready to dispose of refuse at this time. However, covered cans are kept in the basement so that tenants may bring rubbish down at any time. Ashes and garbage are picked up daily by a city collection service.

Halls, stairways, and other parts of the building are cleaned according to schedule.

Apartments are repainted only upon the request of the tenant, who must pay for work done, at a reasonable rate. Some of the painting is done by the staff; sometimes men who were formerly connected with the company are called in to give special assistance. Decoration of an entire apartment is done on a contract basis. The walls of the public halls are made of brick and require little care. The clubrooms and basement rooms are repainted

when necessary. Every summer the kindergarten and nursery rooms are completely redecorated.

REPAIRS AND REPLACEMENTS

Before making purchases of any kind, the agent compares the prices of various companies. All purchase orders are sent to the main office. Large quantities of office supplies, the standard colors of paint used, and other staples, such as mops, disinfectants, etc., are kept on hand. It is far more economical to purchase in bulk, if there is sufficient storage room on the premises. A monthly inventory of all stock on hand is made up by the stock clerk.

Most repair work is done on the premises by the staff. Occasionally jobs are given out on contract. There are carpentry and paint shops on the premises. New floors are laid and other construction work is undertaken under the direction of an architect who is on the staff.

The monthly rental includes maintenance, interest, insurance, amortization, etc. In addition, tenants pay for any special work that is done in their apartments. These payments may be made in installments and spread throughout the year. Lost keys are replaced at a charge of fifteen cents for one or twenty-five cents for two.

When extra fixtures are installed in the apartment, or a special lock is placed on the door, the tenant may not remove these upon moving. If he does, the cost of repairing any damage done by such removal is chargeable to the tenant.

SPECIAL EQUIPMENT AND SERVICES

Kitchens are equipped with either one or two laundry tubs. The management furnishes non-rust clothes lines to the tenants for roof drying. Electric washing machines and a mangle have been installed in the basement. Tenants insert twenty-five cents in a slot for the use of the washing machine and ten cents for the use of the mangle.

An exterminating service is rendered by two of the janitors who are licensed to do this work by the city health department. In order to stimulate the tenants to make use of this service, the

management has arranged to make no charge for exterminating services, unless an apartment is vermin-ridden when the tenant moves out, at which time a charge is made.

Washable window shades are furnished when a tenant enters. Thereafter he must replace them himself. Shower curtains are furnished in the six-room apartments which are equipped with showers. Tenants who wish awnings must pay for them and also order them through the office in order to maintain uniformity on the exterior of the buildings.

Aerials on the roofs, for radios, are not permitted.

Most of the apartments are equipped with the old type of portable ice-box. In some cases an electric refrigerator has been installed.

Each of the ten arcades leading into the garden contains a glass-covered name directory. Bulletin boards are not used for posting notices. Instead, announcements are sent directly to the tenants' apartments. There are bulletin boards in the janitors' and policemen's rooms to indicate where the men are at any given time.

Each building has several store-rooms for tenants' boxes, trunks, barrels, etc. Furniture is accepted for a limited period only. The walls of these rooms are made of open lattice work to assure ventilation. A duplicate tag is made out by the janitor containing the list of goods left by the tenant. One tag is given to the tenant and one is filed. Every building has a baby carriage and toy room. The key to the vestibule door of the building also opens the door to the carriage room, so that each tenant can enter at any time. Occasionally property is stolen or lost, usually because mothers give the keys to their children, who leave the doors unlocked.

COMMUNITY ACTIVITIES

The management of this development is committed to the policy of encouraging the tenants in various community activities. This can be accomplished easily, without making the tenants aware of any suggestion of imposition or paternalism.

Both the manager and the assistant manager maintain a

friendly relationship with the tenants. The assistant manager particularly is frequently consulted on various personal and family matters. A legal aid and an employment service is furnished the tenants, also.

The management maintains close contact with various social agencies and churches in the neighborhood. This is done partly to serve the tenants and partly to advertise the project in a social way. The manager and assistant manager are both called upon to lecture on housing and related subjects before church and club groups in the community. Tenants and neighboring families attend in large numbers.

The management meets with the tenants' board of advisors once a month to hear complaints and to discuss mutual problems.

The playground and playrooms are made available to the children of the development without extra charge. Nominal charges are made for the use of the clubrooms by adults when such rooms are used for social functions.

The management has stated: "The aggregate value of these services to our tenant subscribers and the members of their families is, of course, very real and very considerable from day to day and from year to year; they cost very little, indeed."

At present the activities include:

The Men's Club—every Saturday evening the men of the community may meet in the clubroom adjacent to the playground. Wives are not excluded. The members play bridge, chess, and other games.

The Women's Club meets for social diversions every Thursday evening. *The Housewives' League*, composed of the women of the community who are especially interested in promoting economic co-operation, meets the first and third Tuesdays of every month. This is a very active organization.

The Forum is held every other Sunday afternoon in the clubroom adjacent to the playground. All the sessions are truly informative and interesting. Some notable is asked to deliver an informal talk at each session, and there is usually a musical program.

The Vocational Guidance Service undertakes to awaken and

direct the youth of the development, believing that the very best work men and women do is that in which they are wholeheartedly interested and that blind alley jobs are to be avoided in every way. "The prospect of a wage that rises step by step with service truly rendered is a fundamental incentive and a wholesome environment for one's work is basic. Vocational guidance means, in the long view, conservation of the human resources of community and nation."

The Vocational Placement is an employment agency for members of the community and is directed by the assistant manager. It operates on this basis: "If the tenant subscriber is out of employment he cannot meet his monthly payments to the Corporation—at least, for long. Now, which is more helpful and constructive, to dispossess him by summary process or to get him another job? Our answer is an alert, efficient, and constantly improving placement service which charges nobody any fee."

The Legal Aid Bureau conducted by the assistant manager is at the command of every resident, free of cost.

A Nursery School attended by children from two to five years of age is conducted in rooms adjacent to the playground. Lilliputian furniture is made available for the tots and no fee is charged.

A Kindergarten for children of kindergarten age is conducted under the auspices of the New York Kindergarten Association, which supplies two trained teachers. An assistant kindergarten attendant is maintained by the project.

Playground—The playground in the center of the gardens is a model. The sand is aerated with a rake every morning and disinfected with a strong solution of Lysol at the end of the week, so that it may never become a focus for infection. From the playground activities have developed Girl Scout and Boy Scout organizations affiliated with the national movement.

The Boys' Athletic Field is available for basketball, baseball, football, etc. Active membership in the athletic club is free to all adolescent boys. The clubhouse on the field is also the headquarters of the project Boy Scouts.

The Boys' Night Club—The management believes that there are no really bad children, and that what young boys need is

appropriate opportunity for expression of their active energies under wholesome conditions. Therefore, "the Boys' Night Club was formed and is the only night club in the city that can be recommended without qualification. Its members are not found in commercial pool rooms for they have a better and more attractive club of their own."

CHAPTER XVI

Project F

A Large-Scale Development of Single-Family Homes in the Middlewest

Project F was built in 1932 by a philanthropic foundation as a large scale housing experiment for families of the white collar and professional classes. A realty company, organized by the foundation to manage this project, limits itself to a dividend of five percent, although this is not legally required. Before construction was started, a questionnaire was sent out to a large number of families with incomes of \$5,000 or less. The following information was requested: percentage of income paid for rent; kind of heating system in present dwelling; cost of heat; factors considered desirable in a home; etc. Other studies of housing experience, local and in other cities, were made over a period of two years. This information was used as a basis for plans and policies in building this housing project.

There is an office on the premises where all matters relating to the tenants and buildings are handled. This local office keeps in close touch with the office of the foundation in the downtown section of the city.

Project F consists of 129 individual family units and four stores and is an harmonious grouping of attached homes, of brick construction, two stories in height, with basement. They are built in groups of from two to eight houses, separated from each other by sound-proof party walls. The front entrances are on interior walks and lawns; the backs of the houses face the street. Built on the side of a steep hill, the groups are varied in design. The houses also vary in plan, some having built-in garages, others detached ones, etc.

There are fifty-six five-room dwellings; fifty-nine six-room dwellings; and fourteen seven-room dwellings. In the year ended March 1, 1935, 99.9% of the buildings were occupied. The average rental is \$55.00 per month, or about \$9.75 per room per month. This is calculated on current rentals which include a fifteen percent temporary discount. The rental does not cover heat or water. It does cover garden and general property maintenance and night watchman service. It is estimated that the average annual cost to the tenant for heat is approximately fifty-four dollars per year.

Approximately 375 persons are in residence, including more than a hundred children under sixteen years of age.

The management does not itself sponsor social activities, but is anxious to co-operate when the tenants themselves wish to organize various group functions. The management carefully avoids every semblance of paternalism.

SELECTION AND PLACEMENT OF TENANTS

All applicants for residence are required to fill out an application blank on which is asked business or profession, number of persons in the family, number of rooms believed required, business, financial and social references. The management checks up on references mainly by telephone and inquires of the city credit bureau as to the applicant's standing. No discrimination is made on the basis of religion or nationality, but the management does select the tenants in accordance with certain standards of refinement and education in order that all members of the community be more or less in harmony. When the project was first opened, houses were assigned according to the applicant's desires, preference being given to those who applied first.

A waiting list has been maintained since the inception of the project, some applicants waiting as long as two years for the particular house desired. The original application blank is used to make up the waiting list; it is filed according to date of application. When vacancies occur, interested persons are contacted by telephone or letter.

ADVERTISING AND PUBLICITY

Practically no advertising has been necessary. When the project was first opened, it was regarded as news by the local papers, and received considerable space, particularly in the rotogravure section of the Sunday issues. Twenty thousand people came to see the project the first day. Five model houses were furnished for display purposes by several department stores and were visited by about 75,000 people. Since then, word of mouth advertising has been sufficient to maintain a high rate of occupancy.

A descriptive booklet containing photographs of the project has been printed for distribution, mainly for educational purposes.

RULES AND REGULATIONS

A few simple rules and regulations are appended to the lease and cover such matters as charges for keys, the importance of keeping the gardens in harmony with a permanent landscape design, proscriptions concerning the placing of objects on window sills, and the need to keep the exteriors of buildings uniform by securing the permission of the management when the tenant wishes to put up awnings, etc.

Tenants of this income group do not require numerous rules and regulations; they are accustomed to a high standard of living. When rules are broken, either the superintendent or the office secretary calls the matter to the attention of the tenant, personally.

Since these houses are occupied by families of moderate income, there has been no problem of boarders or lodgers. Health conditions are not regarded as the concern of the management. In case of infectious diseases or other illnesses, private doctors are called in by the family, the management having no responsibility in such personal matters.

MANAGEMENT ORGANIZATION

The board of directors of the foundation which built this project also constitutes the governing board of the realty company set up to manage the project. It meets once a year for consideration of realty company problems. The problems relating to the project, however, are handled throughout the year by the director of the foundation, who is a member of the board and president of the realty company. He keeps the board informed of important matters relating to the project.

The staff is selected by the director of the foundation. It consists of the following: a superintendent who is a construction engineer and who supervises all matters relating to the upkeep of the property; an office secretary who shows houses, writes leases, handles rent collection, and takes care of the books; (during the busy season before May first, when leases are renewed, the secretary to the director assists in the work of renting and renewals at the project office); a night watchman and one relief man; a full time maintenance man who is a general mechanic; a gardener working full time about nine months of the year, and six to ten assistants taken on during the summer; two painters who work full time about eight months of the year and are supplemented by extra workers during the busy season; a nursery school teacher furnished by the management from May to October from 9:00 A.M. to 1:00 P.M. daily, except Sunday.

Staff meetings are held with the director of the foundation about every two weeks. The superintendent and office secretary attend these meetings together with the director and his secretary. Problems involving policy are discussed but no written reports are required.

Working hours are as follows: office staff, 9:00 A.M. to 12:00 noon; 1:00 P.M. to 5:00 P.M.; maintenance and garden force, forty to forty-eight hours a week.

LEGAL, ACCOUNTING AND STATISTICAL PRACTICES

The lease is the standard form in use by real estate companies of this community. It is a one year lease, renewable in the month of May. The renewal and renting season begins about February of each year. No difficulties in renting have been experienced by this company as there has been a high percentage of renewals and a long waiting list.

Rents are paid monthly, mainly by check. A printed rent statement divided into two parts by a line of perforation is delivered to the tenant's house on the first of the month. It reads as follows:

.....	(Name of Development)																																																			
.....	(City)																																																			
Month of																																																				
	To (Name of Development)																																																			
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When the tenant makes his payment, one part of this statement is receipted and returned to him. The other part, containing identical information, is initialed by the clerk and, after various book entries have been made, is placed in the tenant's individual folder.

Daily reports of collections are made in duplicate, one being

sent to the main downtown office together with collections, the duplicate kept at the local office. The majority of payments are made by check. All receipts are entered into a cash book showing the date, name of payee, unit he lives in, the number of the daily report, etc. From the cash book, entries are made into a tenant's account book which shows amounts paid each month for rent, water, and miscellaneous. Tenants are billed individually for water, for which they pay quarterly. There is a meter in the basement of each home.

When a tenant is behind in the payment of rent, his attention is directed to it by telephone from the office. If the arrears are large, the matter is taken up personally by the management. If the tenant has suffered loss of employment, he is given every consideration, and if the tenant must remove from the city, he may exercise a sixty-day notification clause. The office assists in securing a new tenant, which is generally done without difficulty.

On the eleventh or twelfth of each month, a report of outstanding rents is made out by the office secretary and sent to the main office. At the end of the month, a list of open accounts in the tenants' ledger is sent to the main office. On April 30th of each year, a complete outside audit of the books is made for the company.

No concessions are given; the company maintains a one-price policy regarding rentals. When an applicant signs a lease, a nominal deposit of ten dollars toward the first month's rent is required; also a four-dollar deposit is asked of incoming tenants, to be returned upon moving, when the final water bill has been paid and house keys have been turned in.

All purchase orders are signed by the superintendent. They are made out in triplicate on white, blue, and yellow paper. The white copy is sent to the vendor, the blue copy is kept at the local office, and the yellow one is sent to the president of the company. When invoices on orders are received at the local office, the superintendent checks it with supplies ordered and received, and about the tenth of the month checks in payment thereof are sent to the president for his signature. Each check has an invoice jacket showing to which classification of expense such

payment is charged. All operating costs, both for labor and materials, are distributed in the voucher record according to a devised classification of accounts. Number and letter symbols are used to make entries, showing payments for painting, carpentering, plumbing, gardening, office management, etc. Payroll checks prepared twice a month by the office secretary, are also thus distributed, making it possible at the end of any month to determine quickly the specific operating costs.

Supplies are not ordered in large quantities with the exception of paint and paper, in which cases the companies hold the stock and deliver, when requested by the superintendent, in small or large quantities, as needed. This prevents deterioration of stock kept on hand for long periods. Although small quantities of other supplies are usually ordered, fairly good prices are secured. Minor plumbing supplies and cleaning materials are kept on hand in reasonable quantities.

The superintendent handles all requests for repairs. When these come in, he makes out a work order in duplicate and gives the second to a workman who must fill in a description of the work done, time utilized, where done, and then return it to the office. These duplicates are later placed in the tenant's individual folder and the original white slip is destroyed.

The superintendent keeps a daily time report of all work done by workmen, who are paid on an hourly basis, and the classification of work. From these daily time reports he makes out a daily labor distribution report, showing classification of labor, amount of time spent on each job, and the total cost of the day's work done. These sheets are used to make up the payroll, for which there is a special form made out in duplicate. (See forms on following page.) One is sent to the main office with the payroll checks to be signed by the president. These sheets are also used at the end of the month to enter the classified labor time items in the expense ledger (voucher record).

A budget is not prepared for general operating expenses. The policy of the company is not to skimp and not to waste. Effort is made to have the gardener adhere fairly strictly to a budget, however, as this is one of the major expenses during the year. Gardening and garden maintenance cost the company from \$40

to \$45 per year per house. It is believed that this may be reduced as time goes on, when the gardens require less care and attention.

The following kinds of insurance are carried:

Public Liability	} All of these types of insurance are carried in adequate amounts.
Workmen's Compensation	
Fire	
Explosion	
Plate Glass	

REPORTS

A journal voucher is prepared each month by the office secretary to close the voucher record. This voucher is supplemented by a detailed report of expense ledger balances.

Other reports made out are: daily report on collections; daily labor distribution report; monthly report on unpaid rents; monthly report of income and expense; annual report of the auditor.

RECORDS AND STATISTICAL INFORMATION

A general alphabetical file for miscellaneous material is kept. A folder of application blanks is arranged according to date and utilized as a waiting list.

A card catalogue of accounts is kept showing the distribution of expense items.

The superintendent keeps a card catalogue by house number showing furnace repairs; also one for general house repairs; and another indicating the papering and painting done in any given house during a period of years.

BUILDING MANAGEMENT

The superintendent takes full responsibility for the proper maintenance of the buildings, and all workmen are directly responsible to him for hours of labor and care of repairs. He, in turn, is accountable to the director.

Interphone connections have been set up between the local

and the main offices. There are no alarms or intramural communications between any of the buildings. Someone is always on hand for emergency calls, either the superintendent, the maintenance man, or the night watchman.

Routine inspections of the premises are not found to be necessary. However, a night watchman is on duty from dark to daylight. He is required to punch a time clock at six different stations, covering a route from one to the other which takes in the entire premises. He is relieved two nights a week by a relief watchman.

THE INTERIOR PREMISES

Each house has an individual heat and water system in the basement, which is maintained in good condition by the management. The furnaces are cleaned each year, and occasionally inspected. Tenants call the office when the service is interrupted. The automatic hot water plant requires little care. Each basement has a twenty-gallon, automatically controlled storage tank; the water heats up to 160 degrees. Occasionally a pilot light goes out and requires adjusting.

All plumbing is of brass and copper and gives little trouble. A barrel type of faucet is used; it is economical and easy to replace. Washers are furnished when needed.

Fire-fighting equipment is not kept on the premises, with the exception of emergency chemical tanks.

There has been some small amount of plaster cracking due to shrinkage of the wooden frame of the buildings. When necessary, this has been V'd out and filled in. The ceiling of the office has been soundproofed to deaden the sounds reverberating in the room.

THE EXTERIOR PREMISES

The head gardener starts his work about the first of March, clearing and preparing the ground for planting, etc. By the beginning of May he has several assistants, and the landscape work is laid out. About one-half of the ten acres of ground now built

upon is given over to lawns and gardens which are maintained throughout the summer by the enlarged staff of gardeners. Tenants who wish it are given advice for their individual gardens without charge. Vandalism has been practically no problem at all; the children respect the flowers and shrubs. (At Christmas, a large lighted tree is put up in the central garden. The boys of the development are delegated to act as policemen, and it is their job to see that no one steals bulbs. This has helped to develop a sense of responsibility on the part of the children toward the property.)

The main garden walks are kept clean by the maintenance men.

ROUTINE SERVICES

At the back of each house, there is a concealed garbage can, sunk in the ground. Tenants place their garbage here, and it is collected once a week by a city collection service. Rubbish is also collected on weekly schedule by the city.

The management is responsible for the cleanliness of the main walks and for the proper care of lawns and gardens. The tenant is expected to take care of the smaller sidewalks leading directly from the house.

When a house is rented to a new tenant, it is given a thorough cleaning. New papering and painting is undertaken, if necessary. Usually, repapering of a house is necessary about every three years. It is done on contract, a flat price per room being paid by the management. The tenant may select from about fifty different samples of paper. Ordinary painting work is handled by men on the staff, extra help being taken on only when required.

REPAIRS AND REPLACEMENTS

Supplies are purchased from companies offering the lowest prices.

Most repairing of hardware and other equipment is handled by the staff and taken care of immediately upon the tenant's request. Painting is done by the staff and papering by contract.

The only charges made against tenants are the three-dollar deposit required when the tenant first moves in, to cover the final water bill; a \$1.00 deposit for the keys, which is returnable. When a tenant wishes extra work done, such as having a bookcase built in, it is done by the management for the cost of lumber only. Lost keys are replaced at a charge of 25 cents each.

SPECIAL EQUIPMENT AND SERVICES

Each house has a laundry with tubs in the basement. The management furnishes laundry poles or reels which are set up in the back yards and must be taken in when not in use.

Window shades, screens, laundry poles, and garbage cans are all furnished the tenants free of charge. Any tenant who wishes awnings must consult the office as to permissible colors, in order to assure uniformity of appearance.

Each house is equipped with an aerial built under the roof. The management furnishes a plug for the indoor attachment at the baseboard of one of the downstairs rooms. All the houses are equipped with electric refrigerators.

For the convenience of the tenantry, there are forty-one built-in garages and seventy-two compound garages. All of them are utilized.

COMMUNITY ACTIVITIES

The management does not believe in sponsoring social activities in a paternalistic fashion. It does, however, co-operate with the tenants if the desire for such activities arises with the tenants. When the tenants organized themselves into a club, now composed of two hundred and fifty members, the management undertook to adapt a fine old mansion standing on the premises for recreational purposes. The house was renovated and provided with heating and lighting equipment. The tenants pay only for keeping it clean.

A summer outdoor playschool, under the direction of a trained nursery school teacher, is operated without charge by the management during five months of the year. It is open to children

from 9:00 A.M. to 1:00 P.M. daily. A playground with sandboxes and other equipment also has been provided.

Every two months, the management publishes and distributes free of charge a four-page newspaper for the interest of the tenants.

Any resident of the development sixteen years of age or over is eligible to membership in the community club at a very small fee. The dues are used to help defray maintenance costs. Membership is divided into groups on the basis of interest in recreation, hobbies, arts and crafts work, etc. Many members participate in the activities of a number of groups.

The activities are as follows:

The Theater Guild is sub-divided into groups: (a) The Village Players (straight dramatics); (b) The Varieties (minstrel, vaudeville, etc.); and (c) The Puppet Group.

The Bridge Group is divided into (a) beginners' contract group; (b) ladies' progressive and duplicate; (c) mixed duplicate; (d) men's duplicate; and (e) mixed progressive contract. Bridge parties are open to all tenants and friends, and a weekly schedule is in operation all winter.

The Open Forum holds, alternately, Open Meetings with guest speakers, and Men's Round-table discussions; it meets twice a month.

The Child Study Group (principally mothers) meets twice a month, alternating guest speakers (experts in child guidance, psychology, education, etc.) and group discussions with a member as leader.

The Book Club circulates a new book each week among its members, and schedules open lectures on current reading.

The Needlecraft Group meets weekly to sew on Tuberculosis League Hospital and Red Cross work, or on personal objects.

The Bowling League operates weekly, a six-team schedule at nearby alleys.

The Arts and Crafts Groups—small groups interested in painting, linoleum block printing, drawing, sculpture, etc. Wood and metal workers have a well-equipped carpentry shop, machine tools, etc. They work on their own or club projects.

Music—choral and instrumental groups are being formed.

Other Groups will be formed as demand or need arises. Ideas are welcomed by club officers.

Club Social Affairs—parties, teas, dances, and frolics, open to all members, are staged from time to time by the club's social committee.

The Tennis Club operates and controls play on two fine courts. An annual fee of \$10.00 provides family membership privileges for any household.

CHAPTER XVII

Project G

A Model Housing Enterprise for Working-Class Families in a Western City

Project G is a model housing development for working-class families. It consists of sixteen groups of dwellings, totalling 441 apartments, located in four different sections of a mid-western city. The first buildings were erected in 1912 and the last in 1927. It is now operated by a commercial (limited dividend) corporation for white and colored families of low income. Five of the properties house white families, eleven house colored families; combined, they accommodate fifteen hundred persons.

The 441 apartments have a total of 1557 rooms, divided as follows: seven two-room apartments; 198 three-room apartments; 231 four-room apartments; five five-room apartments. The buildings are of brick construction, two stories in height, with individual apartments upstairs and down. Some of the houses have basements, others do not; most have small front lawns and backyards. Two of the groups, one consisting of twenty-eight apartments and the other of thirty, have a central heating system, recently installed. Forty-eight apartments are equipped with individual furnaces; the others are equipped either with coal stoves in the apartment or gas heaters.

The average rental per room per month at the present time is \$4.97. Despite this low rental, the vacancies in the Negro properties in 1934 amounted to 13 percent; in the white group 34 percent. A loss of over \$17,000, or over 18 percent of the year's gross income, was suffered through vacancies.

This condition of low occupancy and high vacancy stems directly from the depression, with its dire effect on employment particularly among these working-class families. In addition, and aggravating the vacancy situation, most of these dwellings are not

equipped with many of the modern facilities which American families now regard as indispensable, such as steam heat, a central hot water supply, white enamel sinks in kitchens, washstands in bathrooms, and mechanical refrigeration. Some of the apartments still have wooden frame sinks, individual hot water tanks in bathrooms, no washstands, and no steam or furnace heat. This undoubtedly accounts in large part for the difficulty in renting the apartments, even though some of the rentals are as low as eighteen dollars per month for four rooms. Where rentals were reduced, and especially where some modernization has been undertaken, greater success in renting has been experienced. One group has mechanical refrigeration; in another group white enamel kitchen sinks are being installed; and two groups have steam heat.

SELECTION AND PLACEMENT OF TENANTS

Prospective tenants are asked to fill out an application blank giving employment or business references which are carefully checked by the manager. The manager considers the personal interview most important in determining the desirability of an applicant. He says: "The most desirable asset is 'disposition,' that is, a quality of 'smoothness' or 'co-operativeness,' which gives promise of making a good tenant." The manager grades the applicant on his blank, A, A—, or B. Only A and A— applicants are accepted.

The dwellings of applicants are not investigated. Prospective tenants are given their choice of apartments wherever possible. No discrimination is made as to nationality, religion, etc. or as to size of family. However, two persons per room is regarded as the desirable maximum. Negro tenants, in particular, are discouraged from taking apartments which obviously cannot accommodate the number of persons in the family without overcrowding. Such applicants are advised to seek larger quarters elsewhere at a rental they can afford.

At one time new tenants were required to make a ten-dollar deposit as evidence of good faith. This sum, returned upon removal, was usually deposited at the time of signing the lease

(self-renewing on the first and fifteenth of each month). Economic conditions during the past few years have caused so much distress among these families that neither the deposit nor the lease are now required by the management. A set of regulations was printed on the reverse side of the lease which the tenant was required to sign.

Application blanks are kept on file according to the group of houses where residence is desired; when vacancies occur, notices are sent out. In prosperous years there was a long waiting list, and the demand for these apartments was very great.

ADVERTISING AND PUBLICITY

Local newspapers are used for advertising purposes, especially the classified section of Sunday issues. A large and expensive newspaper display advertisement was tried about two years ago, but the result did not justify the cost.

RULES AND REGULATIONS

Originally, written rules and regulations appearing on the back of the lease were called to the attention of the tenants when the lease was signed. Now that the lease is no longer required, the manager explains to a new tenant, verbally, what the requirements are in connection with the care of the property. He also informs the tenant what services the management renders.

In the past, when exceptional care was taken in the selection of tenants, it was found that at least 95 percent of the tenants were congenial and co-operative in caring for the property. In 1933 and part of 1934, at the depth of the depression, the management lowered the requirements for prospective tenants. The results were regrettable, and more care than ever is now being exercised in this respect. "It is better to have property vacant, than to have it occupied by tenants of a negative type," states the manager.

The regulations require that tenants living in first floor apartments keep the front sidewalks and back-yards clean, while second floor tenants are held responsible for the cleanliness of the inside stairs and hallways. All of the tenants are expected to keep

fixtures in good condition. The rules and regulations printed on the lease formerly in use, included the following: tenants must pay rent promptly; must give ten days' notice of intention to leave; are not permitted to take roomers, use gasoline stoves, or throw debris out of windows; must keep garbage and trash in separate metal cans, etc.

The manager has found that some of the regulations, particularly those referring to the keeping of roomers, cannot be enforced. This is especially true among the colored tenants.

Many of the families having dogs and other pets also refuse to abide by the rules governing these, and the management has been forced to be lenient.

MANAGEMENT ORGANIZATION

The board of directors, consisting of seven persons, meets quarterly to discuss policies of the development and to consider suggestions for improvements and changes. At the end of January of each year, a president's and a manager's annual report to the stockholders are prepared and published for distribution. Detailed information on profit and loss, vacancies and occupancies, and various other statistical data relating to the project, is given.

The staff, selected by the manager, consists of the following: a bookkeeper, located at the main office in the downtown section of the city, takes care of complaints, rents, and general accounting; a utility man travels from one property to another, by truck, to take care of necessary repairs; a painter, on the staff full time (three additional painters are taken on during the busy season, from March to November, when whole units are repainted); a plasterer is hired by the hour when needed; a carpenter is taken on when needed and gives about three-quarters time; two janitors take care of the boilers at the two properties where they have been installed, and receive seven months' free rent as payment; two gardeners are taken on during the spring and summer seasons. At the major colored properties, where there are 144 tenants, one of the tenants is paid a small wage to take care of a community garbage pit. At the white properties, a tenant serves as caretaker, showing apartments to interested parties, and receiv-

ing a commission of two dollars when an apartment is rented. At the major Negro group, a grocery store is run by the management; the clerk of this store, whose salary is paid from the grocery profits, also receives the rents from the tenants.

The manager, who has supervised these properties for a period of twenty years, is in charge of the work of this entire staff and is himself accountable to the board of directors. He interviews prospective tenants and takes care of all matters relating to the renting of apartments. The bookkeeper is in charge of all clerical work and is under the general direction of the manager. All records and reports are prepared by the manager with the assistance of the bookkeeper. On collection days, the manager personally visits the various rent-paying stations and takes over the rentals accepted by the clerks.

LEGAL, ACCOUNTING AND STATISTICAL PRACTICES

No lease is required at present and the tenant, therefore, is free to move in for as long or short a period as he may desire. The management is entitled to a ten-day notice of intention to move, but under the circumstances, the tenant is not legally bound to fulfill this request. No rigid rules are in operation concerning dispossession. The management considers cases of non-payment of rent individually, and decides each case on its own merits. Sometimes a tenant, only two weeks behind in rent, is asked to vacate the premises, while another tenant more than a year behind, will be permitted to remain. The treatment depends on the kind of family and how worthwhile it seems to be lenient. Whenever possible, unemployed tenants who have fallen behind in rent are given work to perform, on the premises.

Rent is paid monthly, or twice a month if desired by the tenants, at four rent-collecting centers: two are located in neighborhood savings banks, one (at the major colored properties) in a grocery store owned and managed by the company, and the fourth at the main office. At the neighborhood stations, rents are accepted by bank tellers, by special arrangement.

The bookkeeper prepares the rent receipts twice a month; they are then forwarded to the particular center where the rents

of a given group are customarily collected. This receipt is run off in duplicate on an addressograph machine, and contains the name of the tenant, address, amount of rent owed, and the date. When full payment for rent is made, the receipt is signed by the clerk who receives the money; the original is given to the tenant and the duplicate kept at the office, together with the cash. Rents paid at the grocery are picked up by the manager on his field trips and deposited in the bank. Before taking the rental money from the grocery, however, he lists in a cash book all receipts for the day, showing name of tenant, number of apartment and amount paid in. This book, which remains at the local station, assures a record of receipts in case of accident to the manager, or to the money. The neighborhood banks remit twice a month to the company for rent collected.

Daily entries of cash receipts are made into a cash book. These are listed by date according to the group of properties where payments were made. Partial payments are shown, as well as full payments, in a tenants' loose-leaf ledger into which all entries are subsequently made.

The following methods are used to remind delinquents of their debts: a written statement of indebtedness, a personal letter from the manager, a personal visit by the manager, or the mailing of a business card containing a proper notation. Negro tenants who fall behind in rent can generally be made to remit by threatening them with dispossession. White tenants generally pay up on arrears as soon as possible, without waiting for the threat of eviction.

It is against the law of this state to collect unpaid rentals from dispossessed or removed families where the earnings are \$60 a month or less. At the close of 1934, the delinquent rentals were 5.2% of the annual rental. The losses due to default in 1934 amounted to 4.3% of the Negro tenancies, and 2.9% of the white.

Wages and salaries are paid by check, signed by the manager. A single checking account is maintained to which all deposits are made, and from which all checks are drawn. The wages of workmen are calculated on the basis of the daily work slips

which they fill out, showing amount of time spent on various jobs.

The hours and wages of the staff members who are on a forty-hour week schedule are as follows: the utility man receives \$35 per week—full time; carpenter, \$1.00 per hour; painters, eighty cents per hour; plasterer, \$1.10 per hour; laborers, forty cents per hour.

All supplies are ordered by the manager by telephone or letter. No special order form is used. When the invoices are received at the end of the month, they must be supported by the signature of the person who received the supplies, if the bill is to be honored. All bills as well as salaries are paid from the same checking account; the cash disbursement book shows the classification of all expenses. All supplies purchased throughout the year are thrown into various inventories—plumbing, hardware, paint, lumber, etc. When actually used, these supplies are taken out of inventories and charged as expenditures to the groups where utilized. All materials remaining at the end of the year are recorded on the annual balance sheet as an asset under "inventories".

The manager keeps a time book showing how each member of the operating force has spent the working day. This record is for his own personal information; the work, or utility slips filled out by the individual workers after a job is completed are used for bookkeeping purposes.

Orders for repairs are noted in a special memo book kept at the repair shop. The manager assigns the job to the particular workman required, and issues the utility slip. The workman lists on this the kind of job done, the amount of time spent, material used, etc. and then places the slip in a special docket for the manager to collect. When the repair is made as a result of a tenant's specific complaint, the tenant is required to sign the slip also, to avert future difficulties or misunderstandings. At one time tenants were charged for repairs resulting from carelessness, such as clogged plumbing or broken windows, and were informed of this fee by means of a letter. Except in unusual cases of carelessness, this is no longer practiced. All important

repair work is surveyed by the manager; minor jobs are the responsibility of the repairmen.

The following kinds of insurance are carried:

Fire Insurance	Original cost of buildings
Tornado Insurance (where the major holdings are located)	\$225,000
Robbery	4,000
Auto and Truck	Full protection
Workmen's Compensation	Percentage of payroll
Hold-up Insurance	

REPORTS

No written reports are required of members of the staff. A monthly statement is prepared at the office, showing rentals of current year as compared with the previous year, disbursements, new vacancies, total delinquent rentals, name and location of tenants in arrears for six months and over, vacancies by house groups, and apartments newly rented. This information is set up on a printed form as follows:

(NAME OF DEVELOPMENT)

Monthly Statement, 19..

Rentals Collected 1934-35	New Vacan- cies	Groups	New Ten- ants	Groups	Total Arrears	Arrears Over 6 Months	Name and Location of tenants in arrears over 6 months	Amount Due

A financial report is prepared by the manager every July, covering the first half of the year, and an estimate of expense is made out for the second half of the year. A certified audit of

all books is made annually. A monthly list of delinquent tenants is also prepared.

RECORDS AND STATISTICAL INFORMATION

A card catalogue is kept, showing the different kinds of repair jobs performed and the cost of the labor and materials. This information is recorded on a separate card for each apartment, and is filed according to groups of houses.

Since 1916, a card record has been kept of every tenant who has moved out of the premises. On the card is recorded the name of the tenant, the apartment he lived in, why he moved, and the balance of rent due, if any. Such a catalogue is useful for two purposes: it can be used to see whether new applicants ever resided in any of the company's houses before, and if so, what credit standing they had; it can also be used to show the turnover over a long period of years and its probable cause. This record has helped the management to know the project's weak and strong points in attractiveness to tenants.

A file of tenants' folders is kept, in which all information relating to the tenant is collected. Other files are maintained for the following: general correspondence; tenants' correspondence; statistical data; blue prints and photos; invoices; safety deposit box for deeds, policies, etc.

An annual inventory of all supplies on hand is made by the painter foreman, and an actual value is given to everything.

BUILDING MANAGEMENT

The manager keeps careful check on needed repairs and expects the utility man to keep him informed as to property conditions.

No written schedules of work to be done are used. Orders are issued in person, but the manager requires repairmen, carpenters, painters, and other workmen to fill out work slips when a particular job has been completed. These workers are trusted to give accurate information, having been chosen by the manager for their absolute reliability. Where properties are distributed

in various parts of a city, as in this project, it is impossible to keep constant check on the workers, and they must therefore be selected on the basis of integrity as well as ability.

The manager makes field trips by automobile to the various white properties about once every two weeks and oftener, if necessary, to observe conditions of occupancy and repairs, and to keep in touch with the needs of tenants and the work done by the staff. The major colored group, where the repair shop is located, is visited daily by the manager, who confers with the maintenance crew on jobs to be done.

THE INTERIOR PREMISES

In the two groups where there is a central heating system, heat is furnished by the management from 6:00 A.M. to 11:00 P.M. When the temperature falls below ten degrees, twenty-four hour service is given. The tenants in other houses furnish their own heat, using individual coal stoves or gas heaters. Each apartment contains a hot water tank which stores thirty gallons and is heated by gas.

Galvanized iron piping is used, nickel-plated from the fixtures down. All underground piping is being replaced gradually with brass. Plumbing defects are attended to when noted and when tenants make complaints.

THE EXTERIOR PREMISES

Roofing, guaranteed to last about ten years, is repaired and replaced as required.

All buildings are given an exterior coat of paint about every four years.

Gardening service is given the tenants during six months of the year. Two gardeners take the necessary care of the grass, trees, and shrubbery during the season. Tenants are expected to keep the walks, yards, and lawn neat and free of papers, etc.

"Project G uses galvanized iron supply lines underground as well as exposed. For the last ten years they have been replacing

underground G.I. pipe with brass pipe whenever repairs were made.

The poor grade of plastering used in the first buildings . . . has been costly to maintain. Entire ceilings have fallen and whole wall sections have peeled off, due partly to inferior materials, and partly to the placing of stoves and hot water heaters too close to the walls.

. . . experienced trouble due to poor construction in foundation walls and walls not resting on solid ground.

. . . finds large wood casement windows objectionable as they cannot be kept entirely weather tight.

. . . roofs were of 3 ply tar and felt and after the ten year period had to be replaced."¹

ROUTINE SERVICES

With the exception of the major Negro properties where the management has set up a community garbage pit (large covered cans are supplied where the tenants dump the rubbish for collection by a city service), the management takes no responsibility in the disposal of garbage. Each tenant places rubbish in containers on the sidewalk in front of the house on certain days, to be picked up by the city service. One of the tenants is paid a small wage to keep the community garbage pit clean.

Before a new tenant moves in, the interior of the apartment is completely cleaned and redecorated. Repairing of apartments for old tenants is undertaken when the tenant makes the request, if the management considers it justified.

REPAIRS AND REPLACEMENTS

Certain supplies, such as lead, wallpaper, paint, and oil, which are used constantly, are bought in large quantities. Large orders are put through in February of each year, at which time the best prices are secured. A paperhanger's discount of 25-40 percent is obtained by the manager on wall paper of last year's design, which is found satisfactory for these dwellings. On the major

¹ From "A Preliminary Study of Low-Rental-Housing Maintenance Problems as Affected by the Work of the Architect," Housing Study Guild, May, 1935.

Negro premises, there are two store rooms, one for paint and paper, the other for general supplies. A repair shop is located on these premises, also, where parts of equipment are fixed. Most repair work is handled by the staff.

Tenants are charged twenty-five cents for the replacement of lost keys. They are furnished one door key, without charge. The management found that cylinder locks were cheapest in the long run.

SPECIAL EQUIPMENT AND SERVICES

Some of the houses have cellars with laundry facilities consisting of a tray and tub, hot and cold water, and gas plates for boiling clothes. Clothes-drying is done mainly on lines strung up in the back yards. In houses without basements, tenants are forced to do their laundering in the kitchen in winter months, and on the back porch in summer. This has proved a decided inconvenience to the housewives.

Since 1932, the management has furnished its white tenants with window shades and copper screens.

One group of houses is equipped with electric refrigeration, for which the tenants pay an additional dollar in the monthly rental.

Some of the white properties have garage space for which \$3.00 per month per tenant is charged. In prosperous times these rented for \$6.00 per month.

COMMUNITY ACTIVITIES

No facilities exist on the properties of white tenants for group activities. The management believes these tenants would resent any effort at organization for recreational activities.

On the major Negro properties, there is an assembly hall used for religious purposes, mass meetings, and lectures. The tenants arrange their own programs. Local clubs are permitted to hold meetings there free of charge; a charge of \$1.00 per meeting is made for other groups. A small playground for children is supervised by the city recreation department, part time, during the summer.

In the same Negro group, there are several basement social rooms. At one time, the assembly hall was turned over to the men's club of the community for educational and recreational purposes. This grant was cancelled, however, because the club failed to utilize the hall for the purposes intended. Tenants complained to the management about charges made by the club and, as a result, the arrangement was discontinued.

It is obviously difficult to organize and maintain social activities in a project of this sort, where the groups of houses are distributed in various parts of the city and the tenantry is small in number. With the exception of the major Negro properties, there are not enough tenants in any one group to make possible successful community organization.

CHAPTER XVIII

Project H

Garden Development for White-Collar Workers in the Middlewest

Project H is a large-scale housing development located in a mid-western city. It was planned and built in 1929 by a large estate, and is conducted as a business organization under the direction of a board of trustees.

The project covers two square blocks and consists of ten buildings constructed around an interior garden and playground. Of the 628 apartments, eight have been set aside for the following uses: two are utilized by the management for office space; one is a model furnished apartment; five are given over to a modern, progressive school conducted for the children of the development. Also, there are twenty stores on the east front of the project, each regarded as the equivalent of a five-room apartment. The buildings are all five-story walk-ups, of fireproof construction.

The apartment sizes are as follows: sixteen three-and-one-half-room; 344 four-room; four four-and-one-half-room; 226 five-room; thirty-eight six-room; making a total of 2908 rooms, including the store space. The one-half rooms are dining bays with built-in tables and benches. The average rental is \$10.57 per room per month. Actual rentals range from \$37 per month for four rooms to \$65 for six rooms. Approximately nineteen hundred persons make up the tenantry. At the last census about 267 of this total were children under sixteen years of age.

The project caters to families of the upper middle class. A recent occupational distribution study disclosed the following groups: company managers, seventy-two; professional people, ninety-four; salesmen and buyers, sixty-three; clerks, seventy-four; school teachers, thirty-six; newspaper and advertising men, forty; etc.

The playground and recreational facilities are free to the tenants, who are permitted, also, to organize clubs and introduce recreational activities. The management co-operates in every reasonable way.

SELECTION AND PLACEMENT OF TENANTS

The staff renting agents exercise great care in selecting tenants. The application blank which prospective tenants must fill out asks for detailed information concerning the number of persons in the family, relationship, age of children, employment references, bank references, the name of the applicant's present landlord and names of two near relatives.

No limit is set to the amount of income prospective tenants may have; it is assumed that most families who apply have an income sufficiently large to cover the rental asked. However, by carefully checking on employment references, the management is assured of the economic standing of the applicant. No direct questions concerning income are asked, as these have been found to embarrass a prospective tenant. No investigation of home conditions is necessary with this class of resident, either. The management does not discriminate because of religion or nationality, but considerable discretion is used in selecting persons whose habits, character, and manners will fit in with the general high standards of the development. Usually the first interview gives this information.

Applicants are given their choice of available apartments. Overcrowding is guarded against; one person per room is regarded as the desirable maximum.

A waiting list is kept up to date, and notices are sent out when vacancies occur. This list is in the form of a card file and is handled by the two renting agents.

ADVERTISING AND PUBLICITY

The management has advertised this project in various ways, many of which have been quite novel and productive of good results. When the development was first opened, the newspapers

were used extensively for both classified and display advertisements. Since that time a thirty-five line advertisement has been placed in an outstanding Sunday paper all year 'round. In addition, a two line rate holder giving the name, address, and telephone number of the project is carried in one of the daily papers each day. During the renting season, an advertisement is run on Thursdays as well as on Sundays.

Printed pamphlets and brochures describing the advantages of the development are freely distributed and mailed out from time to time to special lists or to a waiting list of applicants.

An interesting bit of stunt advertising was undertaken early in 1934 which proved highly worth while. A Design for Living apartment-furnishing competition was conducted by the management, open to any man or woman except employees of the development. A first prize of one year's free rent in the development, a second prize of six months' free rent, ten prizes of three months' free rent, and one hundred awards of merit were given. The prize winning apartment design was actually executed in one of the five-room apartments. The rules of competition were sent upon request, and were printed on a large four-page folder containing the layout of a five-room apartment plan, together with the outlines of the various pieces of furniture which were to be cut out and pasted in place, according to the ideas of the contestant. This competition was advertised in the newspapers and 12,000 requests for the descriptive folder were received.

Other types of stunt advertising are undertaken from time to time. On one occasion a duplicate bridge contest was conducted for four continuous nights at which a well known bridge expert was present. One hundred and ten tables were set up in the auditorium and prizes were awarded. Many tenants and their friends attended.

Advertising of this type is considered well worth the cost, at least in a project housing families of moderate income. At the present time (February, 1935) the development is 100% occupied. Word of mouth advertising is regarded by the management as one of the best forms and the least expensive.

RULES AND REGULATIONS

A list of twenty-five rules and regulations is printed on the back of the standard form of lease which each tenant is required to sign. Such rules include the city ordinances which guard the health and welfare of citizens, and the special regulations of the development regarding the keeping of pets, proper disposal of garbage, keeping of boarders, deliveries, etc. It is especially interesting to note that when there is a case of contagious disease in the building, special arrangements are made to pick up the garbage at the door of the apartment, rather than have it placed on the dumbwaiter, as is customarily done.

When a tenant breaks a rule, his attention is called to the matter by means of a telephone call or a personal letter. If a certain hallway is cluttered, if a dumbwaiter is left dirty, and it is not known which tenant is responsible for the breach, everyone on the tier receives a notice. Children who play in hallways are sent to the playground by the janitors or other workers, when observed. If a party remains noisy after 11 o'clock at night, it is the watchman's duty to call at the particular apartment and request quiet. It has been found that some tenants are chronic complainants, and it is usually wiser to persuade them to move out, if possible. Most difficulties are handled by the manager or assistant manager in a friendly manner. It has been found that the majority of tenants respond accordingly. When a tenant becomes a persistent nuisance, the management requests possession of the apartment or refuses to renew the lease when it terminates; this happens very rarely.

Boarders are permitted in six-room apartments only, where there is an extra bedroom with second bathroom adjacent.

MANAGEMENT ORGANIZATION

This housing project is but one of many real estate enterprises owned and operated by the estate. A group of three trustees directs its policies. The executive trustee keeps in constant touch with the management, and all problems relating to the development are taken directly to him. Certain details of accounting and

bookkeeping are taken care of at the estate's office. Most of the administrative work in connection with the development is handled by the manager and assistant manager, whose offices are on the premises.

A tenants' committee, organized to take charge of group activities, did not prove successful. At the present time there is a community council composed of the officers of the various adult groups in the development. This council elects three members at large who are occasionally called upon to arrange a community event. Tenants' activities are entirely autonomous, the management believing it wiser to keep hands off in social activities. Full co-operation is given, however, by the management.

It is the policy of the management to maintain a courteous but business-like manner in all relations with the tenants. "Service with a smile" is suggested as the manner most likely to secure the co-operation of tenants. However, undue familiarity, which sometimes leads to impositions by tenants, should be avoided.

The staff consists of the following: a manager; an assistant manager who supervises the renting department and the bookkeeping, in particular; an office boy; two office clerks; three engineers (and one relief man) who take care of the central heating system; three firemen, and one relief man, who attend to the furnaces under the direction of the chief engineer; eleven janitors, ten of whom attend to the collection of garbage and the cleaning of halls, dumbwaiters, vacant apartments, etc., and one, the head janitor, who supervises this work and also drives the company's private garbage truck; four maintenance men, consisting of one carpenter, two electricians, and one plumber, who take care of normal repair needs; a painting foreman; a staff of painters, which varies from three to fifteen depending on the season (extra painters are taken on during warm weather when most apartments are repainted); two regular watchmen, and one relief man, who police the buildings from 12:00 o'clock midnight to 10:00 A.M. and from 2:00 P.M. to 12:00 midnight; a gardener who has an assistant during the summer; a building superintendent who is in charge of all workers in the maintenance division. The superintendent is directly responsible to the manager and assistant manager who supervise the work of the

office staff and the maintenance division. The chief engineer is likewise directly responsible to the manager. The entire staff was selected by the manager, who was on the premises while the buildings were being constructed. He has stated that "the manager of a new project should not only be present while a building is in construction, in order to become acquainted with materials, pipe lines, equipment, fixtures, electric wiring, plumbing, etc., but also he should be sufficiently experienced to be able to express an opinion on the comparative substantiality of the materials used and on the cost of maintaining them."

Regular office routine is conducted under the general supervision of the manager and the assistant manager. All original contact with applicants is made by the two renting agents, who are paid on a salary and commission basis, the manager and assistant manager assisting during the renting season. The two clerks and the office boy take charge of all routine and incidental office matters. Each person on the staff knows what his particular job is, but must be willing to take on additional work should circumstances require it.

LEGAL, ACCOUNTING AND STATISTICAL PRACTICES

A one-year lease, the standard form in operation in the city, with changes necessary to make it adaptable, must be signed by every new tenant. In this state, a five-day removal notice is required by law, but it cannot be served during the same month in which the rental is due. If the tenant has not moved by the end of this period, the landlord may have him summoned to court, where the judge usually allows ten to twelve days to move, with an extra day for each child in the family. If the tenant is not out at the end of this extended period, the bailiff may be called in, and the tenant may be evicted. Holding furniture for payment of rent is not a common practice.

When the management of this project has any difficulty in rent-collection, the matter is turned over to attorneys after the lease has been terminated. However, since the opening of the development, losses of this type have amounted to less than one percent.

Before the first of each month, a rental receipt is run off in duplicate on an addressograph machine, giving name of tenant, apartment number, and house. It is then placed in a machine which records the amount of rental due for the coming month, and the electric bill owed for the previous month. The original copy is put under the tenant's door by the office boy and duplicates are kept on file according to house and apartment number, in the office. When a tenant pays his rent, the clerk stamps both receipts paid, clips the duplicate to the check or cash received, for later entry into the ledger, and returns the original to the tenant. A loose-leaf posting ledger is used, each page of which shows the tenant's name, unit, floor, apartment number, rental, and lease expiration date. This ledger is kept for a two-year period, each side of a page showing the same data on debits and credits. When a tenant moves out, his sheet is moved to a transfer ledger; at the end of the two-year period, the sheets of both groups for past and present tenants are combined again into one ledger, and new sheets are prepared for present tenants.

If the rent is not paid by the tenth of the month, a second notice is sent to the tenant; if it is not paid by the twentieth, a third notice is sent. If a tenant has not paid rent by the end of the month, notice is served that he must pay it by the tenth of the following month, or vacate the apartment. The rental due for current month must also be paid at this time.

Electricity is bought wholesale by the management and sub-metered to the tenants, who have individual meters. If the electric bill, rendered monthly, is paid by the tenth of the month, a discount is allowed the tenant. This is noted on the receipt.

No concessions are given, but, since leases begin on the first or the fifteenth of the month, a tenant is free to move in at any time prior to these dates, provided the apartment is vacant and prepared for occupancy; this usually occurs around the eighth or the twentieth. The first month's rent must be paid in advance. A five dollar electric meter deposit is required of each new tenant, and is returned when the tenant leaves the building and the final light bill is paid.

All supplies are purchased through the office of the estate's purchasing agent. The purchase requisition form is made out

The following kinds of insurance are carried: boiler, public liability, plate and window glass (for stores), workmen's compensation, fire, group insurance for employees, airplane and cyclone, safe and burglary, messenger and office hold-up. Cashiers are bonded for the sum of two thousand dollars.

[illegible]

REPORTS :

A weekly report is submitted to the owners showing all lease changes and new leases signed during the week.

A monthly statement is submitted showing total income, with break-up of expenses and reconciliation of amount remitted. The expenses are also broken down to a per-apartment and per-room basis. Figures for the corresponding month of the previous year, with increase or decrease in income and expense, are also given on the statement.

A monthly financial statement is prepared showing arrears, accounts receivable, kinds and amounts of insurance, bad debts, etc.

A monthly detailed comparative statement of operating expenses is made showing labor and material costs of current year as compared with those of the previous year, the increase or decrease in cost, the cost per-room and per-apartment.

A detailed report of the cost of steam and electricity is also made, monthly. The statement on steam is divided into quantity, material and labor, and distributed to wages of engineers, firemen, etc., and to fuel, ash removal, repairs and maintenance, etc. Steam distribution, electricity generation, and electricity distribution costs are also shown in detail.

The renting agents submit a daily report to the manager showing number of applicants for apartments, number of leases signed, and other pertinent data. Information recorded in a book during the interview with applicant is carded in duplicate and kept in separate files. One card is filed alphabetically for use in advertising and publicity work, the other according to date of expiration of applicant's present lease. Desirable applicants are followed up at an appropriate time when there are vacancies.

RECORDS AND STATISTICAL INFORMATION

A confidential diary is prepared concerning each tenant and kept, together with other data on that tenant, in a special folder containing such information as letters of reference, requests for repairs, rent delinquencies, etc.

Particular attention is given to records of steam distribution and costs throughout the year. A record of individual meter readings for each tenant is kept in a loose-leaf ledger, showing date, charges per kilowatt hour, consumption, etc. From this sheet the monthly charges for electricity are posted in a large ledger which contains complete information on debits and credits of each tenant, by month.

A lease control ledger showing total rent for apartments billed each month and rental due on vacant apartments is maintained. The total of these two items represents one hundred percent possible income. Each month this total should balance; if any tenant has not been billed the oversight will be indicated at this place. Number of apartments occupied and vacant, by month, are also shown by means of this lease control.

Repair records are kept by filing one of the duplicate request forms in the tenant's folder (see form on p. 304). When a tenant wishes extra work performed, such as building shelves, a special form is filled out which contains an estimate of cost. This must be signed by the tenant when the work is completed and its cost remitted.

Three useful card files are kept in the office: one small card catalogue of tenants listed alphabetically; a second containing tenants' telephone numbers, useful at the office switchboard in answering inquiries; and a third showing tenantry by buildings and apartments. This latter includes such information as number of rooms in apartment, rental per month, year, and per room, lease number, deposit, and general remarks on tenants. A lease-terminating card file and a file of former tenants' names are also kept up to date.

Tenants are given two apartment keys and a mailbox key, for which they must sign a receipt. An extra key is kept in the office, which is open daily from 9:00 A.M. to 6:00 P.M. and on Sundays from 2:00 to 5:00 P.M.

BUILDING MANAGEMENT

The superintendent supervises all the work of the maintenance staff but keeps in touch with the manager. A regular schedule of work for janitors is posted in the basement of each building.

They are responsible to the head janitor who in turn is responsible to the superintendent.

The project is composed of ten separate buildings and one janitor takes care of the cleaning and routine services of each.

No. _____

TENANT'S REQUEST

ORIGINAL

Date _____ Hour _____ M.

Message Taken by _____

REQUEST:

Work Completed and Approved

Unit _____ Floor _____ Apt. _____

Tenant _____

MATERIAL USED:

Quan.	Unit Cost	Amount	Total
-------	-----------	--------	-------

\$ _____

LABOR:

_____	_____	Hours @ _____	_____
_____	_____	Hours @ _____	_____
_____	_____	Hours @ _____	_____
_____	_____	Hours @ _____	_____

MISCELLANEOUS:

\$ _____

Date Completed _____

\$ _____

_____ Workman

There are no schedules for other workers, but each man is responsible for the proper maintenance of certain facilities under the general supervision of the building superintendent. For example, the maintenance men check up on valves and see that there are no leaks in pipes; the engineers are in charge of heat and radiation system; the electricians take charge of the periodic oiling of the frigidaire, etc. The maintenance men come to the office frequently to get repair order slips which are placed in a rack for them by the clerks.

There is a telephone switchboard in the office, for the use of the staff only, with extensions to the individual offices of the manager, the assistant manager, renting department, etc., and also to the maintenance room, to a janitor's room at the south end of the building (two blocks away), and to the service station located in a building across the street (where the central heating plant is located). These intramural connections make it possible for the men on the operating staff to telephone for orders and thereby save walking time.

THE INTERIOR PREMISES

Both hot water and heat are furnished the tenants through a central heating plant located in a building across the street from the project. During the winter, one coal boiler of 410 horsepower capacity is kept going. There is a second boiler of the same capacity and one emergency boiler of 250 horsepower. Twenty-four hour hot water service is given and when the temperature is thirty degrees or below, twenty-four hour heat service is also given. When the temperature is higher than this, the period of heat service is graduated downward accordingly. Only one boiler is operated at a time. This is sufficient to take care of all heating and hot water needs in the building. The engineers and firemen take complete charge of this system. In the summer, gas instead of coal is used to furnish hot water. Every two summers, necessary repairs on the boilers are made by the engineers. The valves are packed every summer, and the entire heating system is also checked up at this time.

Electricity is submetered to the tenants by the management

at the prevailing company rates; the meters are read and kept in working order by a staff member.

All pipes for both hot and cold water are made of steel. No difficulties have been encountered with them thus far. The personnel has orders to report anything unusual. Tenants, also, are requested to report needed repairs at once to avoid a rush at the beginning of the month.

Each tenant is furnished with a small garbage can, marked with his apartment number, which fits into a compartment in the dumbwaiter. Garbage is collected four times a day. Tenants are requested to wrap garbage in paper before placing it in the can. Dumbwaiters are cleaned and disinfected weekly or more often, if necessary.

About one hundred hand fire-extinguishers are located in numerous parts of the buildings, such as basement rooms, workshops, stores, etc. In case of serious fire, city protection is available.

Settling of the building has caused an average amount of cracks in ceilings and walls which have been repaired as they became evident. Also, some difficulty has been experienced with peeling off of plaster in kitchens and bathrooms. This is attributed to the "unfurred" walls in these rooms where there is frequently an excessive amount of heat and steam, and can be prevented by "furring" the walls.

THE EXTERIOR PREMISES

About every three years the flashings are examined and repaired, if necessary. The roof is covered with asphalt and is not used by tenants except at one end where a concrete roof garden has been constructed for sun bathing, and summer evening recreation. Janitors inspect the roofs frequently, sweeping them when necessary, picking up papers, etc. There are no chimneys as the heating system is not located on the premises.

Pointing-up of joints in exterior brick walls has been required occasionally. "If properly mixed lime and cement had been included in the mortar in the original construction, pointing-up would not be necessary so often," the manager explained.

Drains and sewers occasionally require cleaning, due to the gathering of small stones and other debris. During the early years of its existence, this development had difficulties with sewerage. The city sewers were built to accommodate a neighborhood of small homes and this large-scale project over-taxed them. It was necessary to build additional traps and catch-basins, in various parts of the premises, to overcome this condition.

The garden, located in the center of the development, is beautifully landscaped and cared for by a gardener and two summer assistants. In the spring twelve thousand tulips are planted. The garden contains mostly ash, elm, and maple trees, as well as a large variety of shrubs.

The concrete garden walks are swept daily, as are the outer sidewalks.

ROUTINE SERVICES

Garbage is collected four times a day, and removed to a city incinerator daily, by an apartment truck. The metal hoppers for ashes are automatically filled and removed by a private collection service on call.

Halls and stairways are washed by janitors twice a week and swept daily. Mops are used for washing the tile hallways together with a special kind of liquid soap made according to a special formula developed after considerable experimentation. (Certain soaps and powders are too strong for some materials; it is well to find out by experimenting which are the most effective and the least destructive.) This special soap was made up by a commercial company according to specifications and the management now purchases it directly from them.

The front offices are painted every six months because a cheerful-looking office has a good psychological effect on both applicants and tenants. Bright curtains are hung in these offices for the same reason. Public halls are painted about every two years. Tenants' apartments are redecorated once a year without charge. The first year the apartment is painted and the second year it is washed and touched up with paint, as necessary.

REPAIRS AND REPLACEMENTS

Bids are taken for large orders on work to be done. The construction division of the estate which owns and manages this project takes care of most construction work in the development. All supplies are purchased through the main office; large amounts are not kept on hand because of rapid deterioration. About two thousand dollars worth of the following supplies is stored: soaps, garbage cans, electric outlets, washers and faucets, electric fixtures, etc. Requisition slips must be made out by the person in charge of the department. This helps keep inventory on supplies ordered and used. Storage space for supplies is divided into inflammable and flammable. Paint is bought in quantities and kept in a fireproof room. About five hundred tons of coal are kept on hand.

Repair work is handled by the staff, except in special cases when an extra force is needed. The management tries to spread work throughout the year so as to give workers at least ten months of work a year. About three to six apartments per week are repainted during the cold season. Tenants are willing to have their apartments painted almost any time, although most painting is done when the heat has been turned off.

Tenants are charged for extra keys—two for twenty-five cents. The staff carpenter is also a locksmith and grinds keys on a machine in the workshop. If fixtures, shades, or other equipment are maliciously destroyed, the tenants are charged for having them repaired or replaced.

Hall fixtures are a special lamp type which can be removed only by smashing the bulb. Little vandalism occurs on these premises, either in public halls or in gardens.

SPECIAL EQUIPMENT AND SERVICES

Kitchens are equipped with a sanitary tub and drainboard, and each building has a basement laundry where there are washtubs and gas driers. The management has also equipped these laundries with automatic meter washing-machines which the tenants may use by placing a coin in a slot. The charge is

ten cents for twenty minutes and twenty-five cents per hour. No wooden racks or clothes lines are used for drying purposes. Most of the laundering is done by tenants' maids.

An exterminating service is furnished tenants without charge. A company is under contract and comes on call to the apartments. The basements are serviced also, every three months.

The following equipment is furnished the tenants, free of charge: window shades, screens, dumbwaiter garbage cans, shower curtains for six-room apartments (smaller apartments have no showers), keys for apartments and letter-boxes, and standard name plates for bells and mail boxes.

Radios are supposed to be turned low after 11:00 P.M. No outside aerials are permitted. Electricians have given assistance to tenants in trying to eliminate radio difficulties, largely due to refrigerating motors.

Each kitchen is equipped with a Frigidaire. Electricity consumed is included in the monthly bill.

A glass-covered bulletin board for office announcements to tenants stands in each of the thirty-four entrances to the development. These are locked and can be opened only by a member of the office staff. Tenants must secure the permission of the management to place announcements in them.

Store rooms for trunks and boxes have been set aside in each building basement. The janitor of each building locks these rooms and retains the key. No furniture is accepted for storage. According to the lease, the management takes no responsibility, but legally there is a degree of responsibility in case of loss or destruction. A special package-receiving service is provided for tenants who are away during the day. Packages are accepted in the renting office and sent to the superintendent's office in the basement where they are kept in compartments. The tenant is notified of delivery by a notice placed under the apartment door. When he calls for the package he must sign a receipt. Each building has a basement baby-carriage and velocipede room which is kept locked but can be opened by the tenant's door key. A bar has been attached to the wall close to the floor so that carriages, bicycles, etc. may be chained and locked, if tenant desires.

The development owns an auto garage, located across the street from the apartment building, which provides space for three hundred cars. It is under separate management.

COMMUNITY ACTIVITIES

The management of this project maintains the attitude that tenants should be given latitude in promoting their own activities without sponsorship by the management, itself. In this way, only those group activities which are sincerely desired will develop. Paternalism of any sort is considered undesirable and the tenants are given virtually complete autonomy both in creating and expanding community activities.

In the early years a tenants' committee was organized to take charge of group functions. This was later abandoned and a community council set up composed of the officers of the various tenant organizations. The community council selects three tenants at large to serve with them in arranging special events for the residents of the project, such as dances, bazaars, etc.

This development was equipped, when constructed, with a good-sized auditorium in the basement where windows are sufficiently above ground to permit of light and air. It contains a platform, movable chairs, a piano, bridge tables, and a kitchen complete with dishes, pots, pans, etc. It is a cheerful room, painted in light colors, with attractive, colorful window curtains which were supplied by the Women's Club. In addition, there are two smaller community rooms in the basement. These are used for the meetings of both children's and adults' clubs. No charge is made to the regular clubs for the use of these rooms, but if an individual tenant wishes to use the auditorium for a special event, he is required to pay the management \$3.00 for the evening, and it must be closed at 12:00 P.M.

For the children of the project, there is a playground, with a concrete base, located in the center of the interior garden. It is 60 feet by 150 feet in size and was originally covered with four inches of sand. Sand is no longer furnished, however, because after rainstorms it was slow in drying. The equipment, furnished by the management, includes slides, swings, horizontal bars and

ladders. During bad weather, the children play in the two basement playrooms which connect directly with the playground. These rooms are light in color, cheerful looking, and are decorated appropriately for use by children. They contain little chairs, wooden blocks, table games, and other equipment.

A progressive teaching organization conducts classes for the children of this development at a fee of \$54 a year and accommodates children from the kindergarten age through the third year grades. The management has made available for this purpose five apartments in addition to two stores, and at present 101 children living in the development attend, receiving the benefit of advanced educational methods. All children who are accepted receive a thorough physical examination before admittance. Daily lunches based on scientific dietary laws are prepared for the children at a small fee. Sleeping rooms are provided for the younger children. Classes are conducted each day from 9:00 A.M. to 3:15 P.M. under the direction of a trained supervisor who is assisted by several regular instructors and several teachers-in-training. Careful records are kept of the physical condition of the children, and conferences are held with parents to discuss their children's problems.

Children's group recreational activities at the present time include folk dancing classes on Wednesdays.

The adults of the development have organized themselves into the following clubs and groups:

Bridge Club—meets twice a week in the auditorium.

Women's Club—has recently arranged to have a teacher of folk dancing give lessons at a nominal charge to children of the project who wish to participate. The club pays the teacher from fees collected from the students.

Dramatic Club.

Chess Club.

Stamp Collectors Club—for men and women.

Handicraft Guild for Men—open every night. A basement room has been set aside by the management as a workshop where the men have their own tools, machinery, and lockers, and where many interesting things are made, mainly of wood. A membership fee of \$5.00 a year is charged by the Guild. The membership dues

are occasionally drawn upon to cover cost of machinery purchased for the use of all the members.

Dance Club—arranges dinner dances now and then. Adjoining the auditorium there is a cloak and rest room, and an equipped kitchen so that special dinners can be prepared and served.

Groups have been organized and disbanded during a period of years, according to the desires of the tenants; it is the feeling of the management that this is as it should be. Tenants consult the office when they wish to use the community rooms on certain nights.

CHAPTER XIX

Project I

A Development for Negro Families Initiated by a Philanthropist, Run as a Business Enterprise

Project I was built in 1928 as a demonstration in large-scale housing for a moderate income group. It was initiated by a philanthropist who wished to determine the possibilities of private capital in providing good housing and community facilities for families of moderate means. The development is located in a mid-western city, accommodates 421 Negro families, and is run as a business enterprise under the supervision of a board of directors.

The project covers an entire city block, comprising approximately six acres, three of which are laid out in a landscaped garden and courts. The building encloses an inner garden which can be seen from almost every apartment. A well-equipped playground for the younger children of the development is located toward the north end of the garden, and across the street is another playground for older children.

The building is of fire-proof construction and is a five-story walk-up. The apartment sizes are as follows: 101 three-room apartments; 246 four-room apartments; and 74 five-room. There is a total of 1657 rooms and sixteen stores, which are leased out as concessions. The average gross rentals (which include the apartment, water, heat, gas, electricity, and refrigeration) range from \$42.13 per month for a three-room apartment to \$58.09 for a five-room apartment. The rental also includes the playground and recreation privileges.

Approximately seventeen hundred persons are in residence here, 125 of this number being children under sixteen years of age at the present time. An occupational study of the tenants

made in 1934 revealed the following groups: postoffice employees—18 percent; city and country employees—10.4 percent; railroad workers—22.7 percent; professional workers—8.3 percent; miscellaneous, including cooks, domestic workers, janitors, maids, waiters, etc.—33.6 percent; and others.

In 1934 the project had an average yearly occupancy of 97.8 percent.

The management has encouraged the development of community activities and believes that "a well-rounded community program of recreation and education is not only consistent with but essential to sound business management." The social features may be divided into three broad classifications; activities of the social director, who has direct contact with mothers and the families; recreational program for children; activities for adults.

SELECTION AND PLACEMENT OF TENANTS

The management regards the proper selection of tenants as a special problem of utmost importance, and maintains on the staff a woman social director for the purpose of visiting applicants in their homes. When this visit has been made, the social director fills out a report entitled "Home Interview of Applicant" which includes the following information: name; address; family members seen; cleanliness and order of home; condition of furnishings; personal appearance of adults; manners and speech of adults; manners and appearance of children; number of adult relatives; adult roomers, men and women; illness in home; and other questions relating to family life.

In addition to this data, note is made of the character, habits, and general intelligence level of the family. It is considered most important that each new tenant possess the ability to adjust himself to the new surroundings and to a higher standard of conduct.

The exact renting and office procedure has been described as follows:

There are two renting agents on the staff working for a minimum salary plus commissions, charged with the duty of securing prospective tenants, showing the apartments, and actually renting

the space. Various means are used by the agents to secure names of prospects, the most important of which is through present tenants who are given a bonus by the Corporation for turning into the office the name of a person who subsequently leases an apartment.

The prospective tenant makes an application after he has selected an apartment. He is asked the name and address of his present and previous landlord, his occupation, employer's name and address, and his monthly salary, and also about the number of adults and children who will occupy the apartment. He is asked the name of the insurance company and bank with which he deals. The names of three business references are required, usually firms from which installment purchases have been made.

From experience, it has been found wise to consider only applications from families whose earnings amount to at least three times the rent they contemplate paying, except in some unusual circumstances.

These financial references are investigated by an office employee. If these are satisfactory, the application is then turned over to a trained staff social worker. She visits the prospective tenant at his home to ascertain whether the social background is such that the family will fit into the environment of this building.

After the financial and social status has thus been checked, the prospective tenant is asked to pay the balance of his first month's rent and signs a lease.

Regardless of the date on which the tenant moves in, the rent is pro-rated to the first of the month."

A form letter of the type given below is sent to the employer:

We have received an application for an apartment in the (NAME OF DEVELOPMENT) Apartments from (name of party) who refers us to you.

Any information you can furnish us below will be considered confidential and greatly appreciated.

Very truly yours,
(NAME OF DEVELOPMENT)

full time
Employed
part time
Type of Employment

Duration of Employment

Salary \$.....Weekly

\$.....Monthly

Remarks:
.....

The following type of letter is sent to the individuals and firms given as references:

We have received an application for an apartment in the (NAME OF DEVELOPMENT) Apartments from..... who refers us to you.

Any information you can furnish us below will be considered confidential and greatly appreciated.

Very truly yours,

(NAME OF DEVELOPMENT)

How long has applicant had an account with you?

Has applicant been paying account regularly?

Remarks:

If account is closed please state how applicant paid same?
.....

Apartments are assigned according to availability, with consideration for the applicant's preferences. When the project was first opened, suitable applicants were given their choice of apartments on the basis of priority of application.

Health conditions of the family are noted by the social director when she makes her first investigation; if she deems it unwise for a family to occupy a given apartment, she advises against it. Persons with heart trouble, pregnant mothers, and similar cases are given special consideration.

The management is very careful to avoid overcrowding. A record is kept in the office of every person living in each apartment, and their relationship to the lessee. Roomers are permitted, but no more than two adults to a bedroom are allowed, and they must either be married or of the same sex. The management recognizes the danger of permitting roomers, but has had to be lenient during recent years because of economic conditions. By definitely limiting the number of persons per apartment, however, the danger of overcrowding is averted.

A waiting list is maintained in the office of the renting agents and is carefully followed up when vacancies occur. Applicants who do not return as promised and who are regarded as good prospective tenants are placed in a special monthly card file for future follow-up. This includes written communications and a personal visit by one of the renting agents at a time when it is believed the family will be seeking new quarters.

ADVERTISING AND PUBLICITY

Occasionally, advertisements are placed in local newspapers. Circular letters have been sent to special mailing lists, such as city and federal employees. Circulars describing the project have been printed and widely distributed. At the present time the development is 100% rented.

RULES AND REGULATIONS

On the back of the standard form of lease which each tenant must sign there is printed in very small lettering a list of twenty rules and regulations. In addition, the management distributes to all new tenants a mimeographed Booklet of Information which contains in considerable detail the more important rules. It tells where and when to make requests for repairs; how the dumbwaiters are to be used; what the privileges are regarding the use of the laundry, radios, exterminating service, keys and locks, etc. It also describes the special bonus certificate arrangement for the prompt payment of rent.¹

At the bottom of the list appears the following statement:

Regulations for Use of Laundry

First Floor—Monday	Third Floor—Wednesday
Second Floor—Tuesday	Fourth Floor—Thursday
Fifth Floor—Friday	

Tenants who break rules either receive a written notice from the office requesting them to desist, or the social director calls

¹ Described in detail under "Legal, Accounting and Statistical Practices."

the matter to their attention, personally. If the violation is continued and it is of the nuisance type, the management requests possession of the apartment.

MANAGEMENT ORGANIZATION

A board of directors composed of eleven outstanding business and professional men in the community direct the policies of this project. An executive committee, composed of the officers of the board, meets periodically to consider important matters, such as rent rates and general policies, and to make decisions. The management submits to this committee semi-monthly reports on collections, profit and loss, and other important details. The manager keeps in constant touch with all the members of this committee.

The staff, selected by the manager, consists of the following: a comptroller, male, on duty half-time, prepares the budget, acts as office manager and manager of the building when the manager is absent, issues monthly profit and loss statement, prepares state and federal reports; a cashier, female, collects rent in office, receives all requests and complaints, has charge of keys and cylinder changes, and tenants' directory; a bookkeeper, female, makes all entries relating to tenants' accounts, handles the purchasing and billing to tenants; a stenographer, female, secretary to the manager, handles details of collection of rent from tenants, files, mimeographing, preparation of community newspaper, receives and investigates references from applicants for apartments, and prepares leases; a switchboard operator, female, is also the postal clerk of the sub-station in the building; renting agents, one female, one male, show and rent apartments, call on prospective tenants; playground directors, one male, one female on duty part-time, supervise play activities of the children after school hours; a social director, female, part-time, makes home calls on prospective tenants and passes on their social desirability to the community, makes social and family adjustments among tenants where needed, co-operates with tenants in the organization of recreational work and community activities.

For building maintenance and upkeep, there are the following workers whose duties are: building superintendent, who supervises janitors, repairmen, decorators, painters, watchmen, and gardeners; plumber and electrician; carpenter; two gardeners, one on part-time, who cultivate gardens and clean sidewalks; window-shade maker, part-time; decorators and painters, three to twenty, depending on the season (three employed full time); four special policemen (or watchmen), who patrol the grounds and keep out undesirable persons, solicitors and canvassers; six janitors, who clean all stairways, vestibules and basements, empty dumbwaiters, and dispose of refuse; one janitor who checks articles in and out of storerooms in basement, handles exterminating service in apartments, and cleans social room; head engineer; four assistant engineers, who attend to the boilers and make repairs on all heating units and electrical refrigeration.

LEGAL, ACCOUNTING AND STATISTICAL PRACTICES

Every new tenant is required to sign one of two standard leases, one covering a period of one year or less, the second a period ranging from sixteen to twenty-nine months. All the apartments on a given stairway have leases expiring on a certain date, either March 31, April 30, August 31, or September 30. This system accounts for the varying length of the leases. Any tenant moving into an apartment must be prepared to vacate or renew the lease on the date which the management has previously set for that stairway. Attached to each lease is a small mimeographed statement signed by an authorized staff member, stating that the "lessor agrees to furnish gas and electric current to the demised premises without additional charge; not to exceed, however, the amount of such gas and electricity necessary for normal residence uses of the occupants of the demised premises." Also, "lessor agrees to furnish original lamps for all existing outlets. Lamp renewals shall be supplied by the Lessee." The rental of these apartments includes gas and electricity, water, and refrigeration, in addition to the usual steam and maintenance services.

As an inducement to tenants to pay their rent promptly and to keep their apartments in good repair, the management has instituted a system of bonus or rebate certificates. Tenants having two year leases receive a certificate when rent is paid promptly. The certificates vary in amounts according to the number of rooms in the apartment. For example, on a three-room apartment, a bonus certificate of \$2.00 a month is issued; on a four-room apartment a bonus of \$2.50 a month; on a five-room apartment, a bonus of \$3.00. The rent must be paid on or before the fifteenth of each month in order to receive certificates. Upon the expiration of the lease, if the apartment is in good condition (the usual wear and tear is allowed for), these certificates can be cashed at the office at their face value. At the present time (February, 1935) eighty-two percent of the tenants hold leases of two years' duration. Rental rate differentials have been established based on the floor, position of apartment with respect to gardens and courts, and other factors.

Rents are due and payable on the first of the month and must be brought to the office, located on the ground floor in one of the buildings. Rentals are computed on a thirty-day basis so that if a tenant moves in during the middle of the month, he pays on a pro rata basis up to the last day of the second month. (Each tenant is required to pay his first month's rent in advance.) The deposit, left when application is signed, is credited toward the rent. Deposits are returned only when the applicant is refused admittance into the project.

When the tenant receives the keys to his apartment he signs a move-in card which records the numbers on the keys issued to him and contains space for other information.¹

Before the first of each month, a printed receipt is run off in duplicate on an addressograph machine showing name, apartment and amount due. One part, the rental receipt, is delivered to the tenant, stamped and initialed by the cashier when the rental is paid. The other part, "rental receipt accounting stub," is clipped to the cash or check and held for posting in the ledger.

Daily deposits of cash are made at the bank. A reliable express

¹ See page 324 for sample form.

company calls for money taken in during the first ten days of the month and deposits the cash at the bank. The management pays an annual fee for this service. Cash held in the office is insured up to ten thousand dollars.

It is the policy of the management to insist that the rent be paid promptly on the first of each month. Extensions are granted for special reasons, but only in very unusual cases is a tenant permitted to postpone his payment past the end of the month for which the rent is due. The usual collection procedure is as follows:

A past due notice is sent the tenant if rent is unpaid by the seventh of the month, unless a definite date of payment has previously been agreed upon. If there is no response, a personal letter is sent from the office three days later. If there is still no response by the fifteenth of the month, an effort is made to interview the tenant; if this produces no results before the end of the month, a Five Days' Notice is served.

The past due notice is a small mimeographed slip which is placed in an envelope addressed to the tenant and delivered by the watchman. It reads: "Your rent is past due. Please call at the office of the building immediately."

A loose-leaf rental ledger is used, arranged according to stairway and apartment number. Every six months new sheets are inserted, the old ones being shifted to a transfer ledger.

All charges for gas, refrigeration, etc. are included in the rent. Miscellaneous charges for repairs, etc., are billed in a separate ledger known as Sundry Accounts Receivable.

All supplies are ordered through the purchasing department. A triplicate purchase order is made out by the clerk and must be signed by the manager. The original is sent to the company, the second is kept on file, and the third is sent to the department from which the supplies have been requested. When the material is received, the department head signs the order form and returns it to the office.

A purchase requisition form is made out by the department head when supplies are needed. He must sign this form and have it approved by the manager before submitting it to the purchasing department. The office clerk generally telephones a

number of companies before sending out a purchase order in order to obtain the lowest prices and the best discounts, particularly on large quantities of supplies.

A stock requisition form is used to release certain materials needed by workers in connection with various jobs. This form must bear the signature of the head of the department making the requisition. A storeroom clerk takes charge of releasing stock. The requisition form is filed in the office, where a perpetual inventory is kept. These cards are checked and a physical inventory is taken every three or four months.

Bills are paid by check at the end of each month. All company invoices are compared with the purchase order on file. A payment voucher is made out in triplicate, listing the items for which the check is enclosed. The original is sent to the company with the check, the second is filed in a numerical voucher file, and the third is clipped to the company invoice and the copy of purchase order and then filed.

A loose-leaf voucher register is kept for expenditures. The major expense classifications are: Janitor Expense, General Expense, Social Expense, Heat, Light & Power, and Repairs. There are various sub-classifications under each of these.

Salaries and wages are paid by check on the fifth and twentieth of each month and are distributed in the voucher register according to the above-mentioned classifications. Checks are signed by the manager or by the secretary of the board of directors and countersigned by one of the officers.

The following kinds of insurance are carried:

Fire	\$1,600,000 (Total cost of building and equipment, \$2,200,000)
Boiler	10,000-50,000
Public Liability	50,000-100,000
Plate and Window Glass.....	25.00
Workmen's Compensation	5,000-25,000
Accident on Watchmen.....	65.00 a month
Burglary, Messenger	1,000 Messenger
and Robbery of Safe.....	7,000 Inside
Surety Bonds on Cashiers at	
Window	5,000-10,000

REPORTS

All reports on the project's finances are prepared by the comptroller. A semi-monthly report of collections is made on a special mimeographed form and sent to the president of the company.

A monthly statement of profit and loss is prepared, and sent to members of the executive committee.

A detailed annual report giving complete information on income and expenditures, assets and liabilities, vacancies, arrears, etc. is prepared and compared with similar data for the previous year. It also includes capital expenditures and discussion of budget for the coming year.

The social director submits a written report to the manager after she has made her official call on the applicants.

The renting agents also report to the manager on prospective tenants. When an applicant comes to the renting office, the agent makes a record of the interview on a Daily Record Sheet which gives the name, address, kind of apartment desired, etc. By the use of certain symbols, the agent indicates whether that applicant is a good prospective tenant.

The watchmen submit daily reports on which they give the time of coming on and going off duty. Unusual occurrences are also noted.

The chief engineer makes a daily report on the consumption of oil.

RECORDS AND STATISTICAL INFORMATION

A special tenant's file is kept, with a separate folder for each tenant, alphabetically arranged. This contains the original application blank, all letters of reference, expired leases, copies of requests for repairs, and other pertinent data relating to that tenant.

A record of requests for repairs is kept by filing the originals in the individual tenant folders and a duplicate in a special repair form file. These repair forms are made out in triplicate at the cashier's window. The original slip is given to the work-

man, to be returned to the office after the job is completed, with the tenant's signature. It is then placed in the tenant's folder. The second slip is placed in a permanent repair file, and the third is destroyed when the work has been done. Tenants are asked to make requests for repairs promptly at the office in person or by telephone, and not to the workmen. Tenants who are away from their apartments a good deal are given a pad of request forms and are instructed how to fill them out and where to place them.

A file for current leases is arranged according to stairways and apartment numbers. There is a file for payment vouchers, in which the purchase orders are clipped to the company invoices and filed according to the company name. These are held in the office for one year and are then transferred to a storage file. A key card file is kept, arranged by apartment, showing number of keys issued to tenant.

Several very useful card catalogues are maintained. One consists of a tenant's move-in card, which gives the following information and is filed alphabetically, by name of tenant.

MOVE-IN RECORD

				Date
I have received the following keys:				
Outside door			
Inside "			
Mail Box	Signed	Lessee	
Apt. #.....	By		
Lease Signed	Keys Issued	Registration	Account Opened	
Statements and Bills	Stencil Cut	Bonus Cert.	Sheet	
Request for:				
Cylinder	Electricity	Gas	Shades	Shower Curtain

When a tenant leaves the premises, the move-in card is reversed, additional information about the tenant is added, and the card is placed in the move-out catalogue. In this way, a complete history of each tenant is on hand for reference purposes.

The nursery school director keeps very careful records of the physical and psychological conditions of children attending the school.

PROJECT I

Statement Comparing Actual Expenses for Year 1934 With Budget,
Also With Actual Expenses for the Year 1933

	<i>Actual</i> 1934	<i>Budget</i> 1934	<i>Actual</i> 1933 †
Rentals:			
Apartments	\$251,690.16	\$251,536.92	\$273,573.86
Stores	18,031.23	16,710.00	18,298.90
	<u>\$269,721.39</u>	<u>\$268,246.92</u>	<u>\$291,872.76</u>
Less vacancies:			
Apartments and stores	6,323.72	17,012.16	34,399.89
Net rentals	<u>\$263,397.67</u>	<u>\$251,234.76</u>	<u>\$257,472.87</u>
Expenses:			
Janitor expense (Schedule A-1) ...	\$ 9,773.76	\$ 9,820.00	\$ 8,662.46
General expense (Schedule A-2)...	34,508.82	40,622.28	39,264.93
Social expense (Schedule A-3)	4,825.63	3,992.50	3,794.24
Heat, light and power (Schedule A-4)	45,195.23	44,919.50	41,271.24
Repairs (Schedule A-5)	37,733.58	35,520.00	29,836.13
Total expenses	<u>\$132,037.02</u>	<u>\$134,874.28</u>	<u>\$122,829.00</u>
Profit before fixed charges	\$131,360.65	\$116,360.48	\$134,643.87
Taxes, interest and insurance (Schedule A-6)	64,732.03	73,443.77	67,826.53
Profit before book charges	<u>\$ 66,628.62</u>	<u>\$ 42,916.71</u>	<u>\$ 66,817.34</u>
Depreciation	68,143.57	70,009.91	69,709.91
Loss on building operations	\$ 1,514.95*	\$ 27,093.20*	\$ 2,892.57*
Other income (Schedule A-7)	3,760.32	3,386.00	3,916.80
Total profit	<u>\$ 2,245.37</u>	<u>\$ 23,707.20*</u>	<u>\$ 1,024.23</u>
Provision for Federal taxes	211.89		
Net income	<u>\$ 2,033.48</u>	<u>\$ 23,707.20*</u>	<u>\$ 1,024.23</u>

* Loss.

† Revised for actual real estate taxes and bad debts.

BUILDING MANAGEMENT

The superintendent has general supervision over all work done by the maintenance staff. He makes periodic inspections of the entire building for the purpose of detecting defects. The janitors (porters) have a routine schedule of daily work as follows:

6:30 to 8:00 A.M. Brush stairways, dust outside of apartment doors, shine all brass, including apartment door knobs, outside door knobs, kick plates and door knockers. Dust railing, metal base of stairways, clean in front of outside doors to the walk.

8:00 to 9:45 A.M. Pull garbage. Clean and disinfect thoroughly dumbwaiters and dumbwaiter base. Wash cans, clean ashes out of incinerator and clean utility rooms. Sweep basement corridors.

9:45 to 11:00 A.M. Clean laundries thoroughly. Mop basement corridors and meter rooms. Clean woodwork in basement. Clean vacant apartments in your section, ramp doors and service entrance doors. Clean basement windows inside and outside. Sweep off basement window sills on the outside.

11:00 A.M. to 1:00 P.M. Lunch.

1:00 P.M. to 2:30 P.M. Mop down all stairways in your section.

2:30 P.M. to 4:30 P.M. Clean stair windows and glass in doors at base of stairways. Wash inside and outside of windows in one stairway each day.

4:30 to 5:00 P.M. Pull garbage. Clean off dumbwaiters and shafts. Sweep corridors and incinerator rooms.

When an apartment is vacated, the superintendent is required to see that it is given a thorough cleaning and is completely repainted. Before the new tenant moves in, he must inspect the apartment and fill in a mimeographed questionnaire showing that he has checked up on all the items listed on the sheet. Every fixture and facility in each room is mentioned. For example, under "kitchen" the following are listed:

KITCHEN

Stove: handles, springs, broiler pan, shut off handles, pilot, waste pan, stove pipe

Sink: drain board, hot water faucet, cold water faucet, soap dish, stopper

Garbage Receptacle: door handle

Electric Fan: cord

Window: raiser, sash

Cabinets: handles, doors

Refrigerator: unit functioning, ice cube pans, hinges, handles, drain pan

Door

Watchmen are on duty twenty-four hours a day. They submit a daily report to the building superintendent, to whom they are directly responsible.

The chief engineer is responsible for keeping the heat, water, and refrigerating systems in good repair.

There is an intra-mural phone service with the switchboard located in the renting office, and connecting the following offices: the manager's, chief engineer's, building superintendent's, and renting agent's.

THE INTERIOR PREMISES

The apartments are heated from 6 A.M. to 10 P.M. with steam generated in a central heating plant in which oil is used as fuel. Three large boilers service the entire building, and also supply hot water twenty-four hours a day. The chief engineer and four assistants operate the heating plant. General overhauling, internal and external cleaning of boilers, is taken care of during the summer by the engineers.

Gas and electricity are furnished the tenants free of charge. There are three meters for gas consumption and two for electricity. No check-up on amount used by individual tenants is possible; the bill covers the entire building's usage.

All pipes for hot and cold water are made of galvanized steel. The superintendent makes periodic inspections and tenants are expected to report leaks promptly.

Each unit of the development (there are ten) has six dumb-waiters serviced by the janitors. Tenants are given the following rules for their use:

The dumbwaiters will serve you twice daily, once in the morning and once in the afternoon. Before the usual time for collection, have your garbage cans, trash and papers ready so that there is no delay when your dumbwaiter bell rings. Delay means that the janitor is delayed in serving other tenants. There are three compartments in the dumbwaiter:

- a) a metal lined compartment for *garbage cans only*.
- b) a compartment with a wooden door for paper, discarded laundry boxes, or other trash. Wrap all trash, and bundle papers compactly before placing in this compartment, so that trash and dust will not spill into the apartments of your neighbors below. Shake dust mops and empty vacuum bags into a large paper bag, wrap tightly so that it does not spill or blow out, and place in this compartment.
- c) *The top of the dumbwaiter*. Stand all bottles *upright*—do not lay them on their side, they may roll off and injure someone.

Broken glass should be wrapped and placed *in the garbage cans only*. If you have too much refuse, or boxes too large to be placed on the dumbwaiters, *do not leave such articles in the hall*. Carry them down to the incinerator room in the basement where your janitor will burn them. If you are not home at the regular hours of collection, it is easy to raise and lower the dumbwaiter for self-service. Be certain to return the dumbwaiter to the basement when finished, otherwise roaches are apt to enter the shaft.

Drains and sewers are given special care. To avoid trouble, the following letter, signed by the manager, is delivered to the tenants periodically:

Dear Tenant:

The kitchen sink lines which discharge waste water from your kitchen will be cleaned out tonight and tomorrow morning between the hours of 7 P.M. and 8 A.M.

This should be done in order to eliminate the chances of water backing up in the kitchen lines and to prevent gaseous odors from escaping into your apartment.

We are asking that you refrain from discharging water into your kitchen sink during these hours as the pipes will be disconnected and such water would overflow in the first floor apart-

ments. We have tried to select hours so as to cause you the least amount of inconvenience.

If you discover any odor coming in your apartment, it would be advisable to close the kitchen door and use the ventilating fan.

Very truly yours,

Fire extinguishers are located in the basements at the foot of six stairways.

Some trouble has been experienced with cracks in the inside walls. As a temporary relief painters have filled them with plaster of paris. When the building has finished settling these cracks will be permanently repaired by cutting out and replastering.

THE EXTERIOR PREMISES

The flashings on the roof have to be repaired now and then. The roof has a hard surface and is used by the tenants as a promenade. At one end there is a partially enclosed solarium used by mothers and children in warm weather. In the evenings, this solarium is available to tenants for recreational purposes on the same terms as are the social rooms. Children are not permitted on the roof unaccompanied by an adult. The superintendent sees that the roof is kept clean of papers or trash. No clothes drying is allowed.

Pointing-up of joints of exterior brick-work with a new moisture-proof mortar has been necessary on several occasions, particularly on the west side of the buildings which receive the severest lashings from wind and rain. This has been handled by outside workmen.

The landscaped inner garden is cared for by a gardener on the staff all year 'round. In the summer he has a part-time assistant. The trees, flowers, and shrubbery are given particular care. The garden is regarded as one of the major assets of the development. No vandalism or destruction of shrubbery has occurred because children are kept busy in the playgrounds, under supervision. Besides, an attitude of respect for the garden has been cultivated.

"At Project I there are . . . (three) boilers in a central plant burning oil; economy in operation can be obtained by shutting down the boiler for periods during the day and night. However, this results in great variation of temperature in the boiler walls, causing them to expand and contract constantly and eventually to bulge and crack. It has been difficult to build boiler settings to resist deterioration arising from radical temperature variations.

Radiator covers and water pans were provided for all radiators. . . .

. . . the kitchen waste lines had too long a horizontal run to the catch valves, thus clogging more often. To relieve this, the runs were shortened and rerouted. Considerable cutting and patching was necessary because of inaccessibility of the pipes. On account of local conditions drain pipes from cellar fixtures were run into a pump and bilge pumps are used to force sewerage to sewer lines. It was discovered that hot water lines in various sections of the building were being clogged by scale resembling particles of stone. Under chemical analysis this proved to be a combination of iron rust and zinc oxide, precipitated by corrosion which took place in hot water tanks.

Only . . . at Project I was it necessary to waterproof cellar walls—due to water pressure where walls were below the level of the lake. 'Ironite' was used to overcome this, but trouble is still experienced when the lake level rises.

Project I has parquet floors laid in mastic on the concrete arch. The mastic oozed through the joints in the flooring and discolored the varnish, and 85% of the floors had to be re-finished.

Terrazzo treads, landings and hall floors . . . are very smooth, and accidents have been due to this condition.

Public rooms . . . have wood parquet floors, plaster walls, and sound-absorbing materials on the ceiling.

Picture moulding had been omitted . . . and had to be applied afterwards at tenants' demand.

The bathroom floors . . . are of terrazzo . . . the bathroom walls are of Keene's cement, and consequently require frequent painting—at least once a year . . . it would be more desirable to use tile on the bathroom walls.

. . . . roofs are 6 ply composition laid on the concrete slab. They were improperly surfaced and had to be resurfaced later on. Also the roof drains were rerouted to relieve back-ups in toilets

due to insufficient pitch in the horizontal runs of the house sewer."¹

ROUTINE SERVICES

Garbage is collected by the janitors twice a day, in the morning and in the afternoon. Dumbwaiters are cleaned and disinfected daily. There is an incinerator in the basement of each building section where garbage and rubbish is placed and to which the tenants have access all day. Ashes are dumped in cans by the janitors and are hauled away by a private collection agency and by the city service.

Public halls are swept every day and washed at least once every week by the porters.² Courts and sidewalks are cleaned by the gardener.

The walls of each apartment are washed one year and repainted the next, usually in the spring. All painting is done with spray. The offices and public halls are painted as often as advisable, but at least once a year.

REPAIRS AND REPLACEMENTS

Bids and discounts are sought for all large orders. The following supplies are kept on hand in fairly large quantities: paints, enamels, varnish, turpentine, linseed oil, calcimine and fuel oil. There is a storeroom for paint and equipment.

Most repair work is handled by the men on the staff.

A small staff of painters is kept throughout the year but during the busy season extra men are taken on. Painting work is spread as much as possible throughout the year, but since better results are derived from painting when there is no steam heat, most of it is done in warm weather. Tenants tend to report needed repairs promptly because of the bonus certificate plan.³

Periodic inspections of the entire building are made by the

¹ From "A Preliminary Study of Low-Rental-Housing Maintenance Problems as Affected by the Work of the Architect," Housing Study Guild, May, 1935.

² See schedule under Building Management.

³ See Legal, Accounting and Statistical Practices.

superintendent. Special attention is given to the refrigerating system. The pipes are re-inforced, have double unions, and are tested with a torch periodically.

Lost keys are replaced at a charge of fifteen cents. A charge of \$2.00 is made for changing cylinders when keys are lost. When extra shades are required, tenants must pay for them. The social room can be hired by tenants for individual or group use at a fee of \$1.00 per night.

Hall electric fixtures are of the locked socket type, which must be smashed to be removed. There has been little trouble with vandalism.

SPECIAL EQUIPMENT AND SERVICES

Each kitchen has a combination sink and tub, but most tenants do their washing in the basement where there are 126 fully equipped laundry tubs, gas plates for boiling clothes, and gas dryers. Tenants are given instructions as to the proper use of dryers but seem to prefer the large, sunny, and well-ventilated rooms adjoining the laundry for clothes drying purposes. A schedule is arranged by the social director to avoid over-crowding but there are seldom more than two persons using tubs at one time. Specified floors are required to use the laundry on certain days.¹

A trained member of the maintenance staff furnishes tenants with exterminating service, upon request, free of charge. The management carries a contract with an outside agency for the extermination of rodents.

Tenants are given the following equipment free of charge: window shades; shower curtains; keys for apartment and letter box; an electric ventilating fan (installed in the upper part of every kitchen window. Each kitchen also has a ventilated wall recess for the garbage can.).

Tenants are given the following instructions concerning radios:

No outside aerials are permitted on the building because of the unsightly appearance and radio interference which would result. Results are just as efficient by the use of an inside aerial placed

¹ See Rules and Regulations.

under the carpet, around the picture moulding. If you still have unusual difficulty after using this inside aerial our engineer will be glad to call at your apartment and investigate the cause, without charge.

Each apartment is equipped with an electric refrigerator, the cost of operation included in the rental. There is a central refrigerating plant on the premises which is kept under lock and key. Careful instructions are given the tenants concerning the use of their refrigerators because the gas in the pipes is methyl chloride, which is dangerous to life. In order that a leak may be immediately detected, a small quantity of acrolein has been included. Refrigerators are systematically defrosted once a week. Instructions as to the removal of ice cubes, etc. are also given.

There are no bulletin boards for announcements. Notices concerning special social events are mimeographed in the office and slipped under the tenant's door.

Fourteen basement store rooms have been set aside for furniture, bedding, and trunks. One janitor has the key to these rooms and is responsible for articles placed in and taken out of them. One part of a claim check is issued to the tenant for each article placed in the store room and its counterpart is attached to the article. This check states that the liability of the management is limited to \$25 for one item and \$150 for everything stored.

Ramp room space has been set aside in certain sections of the building for baby carriages, bicycles, etc. The ramp leads from the court down to the basement where these rooms are located. A key to this room is given the tenant, and the management assumes no responsibility. Doors are supposed to be kept locked.

There are no garages available on the premises, but there is inexpensive parking space in the neighborhood.

COMMUNITY ACTIVITIES

The management describes its community activities as follows:

The Management has devoted considerable attention to the development of community activities. A well-rounded program of recreation and education is not only consistent with but essential to sound business management. The social features may be broadly divided into three general classifications: activities of the social director, recreation program for children, activities for adults.

A trained social director is a member of the staff who is primarily concerned with maintaining approved and acceptable social standards among the tenants of the building.

The social director makes an investigation of all new applicants for apartments and before the management accepts new tenants, full consideration is given her report which consists of a record of the home call and other facts regarding the ability of the prospective tenant's family to make adjustments in this community.

The social director is charged with the responsibility of visiting families of the present tenants whenever there are instances of maladjustment, overcrowding or complaints from neighbors about noises, loud radios and various disturbances.

There has been a policy ever since the project was built of carefully investigating all applicants and of keeping in fairly close touch with them after they have moved into the building. This policy has proved to be an important phase of the management and largely accounts for the stability which characterizes the community.

Because of the ability of the tenants readily to adjust themselves to their new environment in this community, the duties and responsibilities of our social director have been constantly diminishing, so that it is necessary for her to devote only a limited time to this work at present.

A most important feature of the building's service to children and parents is the two modern nursery schools which serve the children from two to six years of age who live in the apartments. One school serves the younger children from two to four and the other accommodates children from four to six years of age. The practices of these two schools represent modern and approved thinking on the care of children of pre-school age. These schools have usually been filled to capacity since their opening in 1929.

An important phase of the nursery school program is that of the work with the parents with whom the trained nursery school teachers maintain close contact during the period in which the child is a member of the school. Through the initiative of the nursery school, parents' study groups have been organized and

interesting discussions by authorities in certain phases of child care have been conducted.

Parents and residents of the community have manifested great interest in and approval of the training and general principles of the nursery school. The income from fees charged amounts to less than ten percent of the cost of operating the schools. The Elizabeth McCormick Fund has furnished the services of a dietitian and physician from its executive staff. In the early years, a large percent of the operating cost of the schools was subsidized by (a woman) interested in the development, but the building management is gradually assuming more of the financial responsibilities for the operation of the schools without interfering with or lowering their standards.

Play and recreation activities are provided by the building for children between the ages of six and fifteen. A large group of children, especially 'teen age boys, living in an apartment building of this type, can become very destructive to the property and a nuisance to the tenants unless constructive recreation is offered them. Two part-time recreational workers supervise these activities—a man to supervise the play of larger boys, and a woman for the girls and younger age boys. A playground and two recreation rooms are furnished for the children of this age group. Because of the difference in ages, the problem of providing a wholesome and sound recreation program for our children has been extremely difficult.

A Tenants' Cooperative Community Association was organized by the tenants and management jointly when the building was opened in 1929. The purpose of the association was to promote community activities and to grant an opportunity to tenants and Management to discuss mutual problems. The by-laws of the association provided that eleven tenant members should be elected to this board by the tenants, and the management would supply three members from its staff. During the first three years of the operation of the building well-attended meetings were held regularly and very effectual results were accomplished. As the staff attained a point of efficient operation of the building and the greater portion of the family and personal adjustments were made possible, interest in the community association began to wane.

During the last two years, tenants' interests has shifted more to specific activities and satisfactions, such as parents' and mothers' groups, Sunday afternoon forum, dramatics, handicraft classes, etc. To extend to the tenants a co-operative interest in the property, a

tenant bonus plan was begun early in 1930. This plan contains certain implications of co-operative ownership.

In the opening of a new housing project, there is a vast amount of adjustment to be made to the building and equipment and orientation of tenants to their new environment. Our experience confirms a conviction that some form of tenants' organization initiated by the management should be started at the opening of a housing project whether private or governmental.

The Sunday afternoon forum sprang up from discussions of the Tenants' Cooperative Community Association. These meetings have been very successful, as they have had popular attendance and have enjoyed wide interest. Educational, health, economic, social and racial topics are discussed by a guest speaker who is a recognized authority on his subject.

A parents' study group has been successful throughout the five years. Members of this group are young parents who are earnestly seeking information regarding the rearing of their children. Technically trained speakers usually lead discussions in which the nursery school teachers who are in contact with the parents are present.

Two months prior to Christmas, the building provides space to be used by tenants interested in making toys and furniture for Christmas presents. The participation of a large number of tenants, as well as the quality and quantity of toys and furniture made in the toy shop, justifies its place in the community. A number of useful articles have been made in the sewing classes by mothers of the nursery school children.

Each summer tenants of this community have promoted an annual picnic which is held in some nearby park. An annual Flag Day Program is held on the lawn in the center of the development.

Each year the management has a Christmas tree placed in the center of the inner court. The tree can be seen from each apartment and the radiance of its lights gives a touch of the Christmas spirit to the entire garden. On Christmas Eve all of the tenants are invited to meet around the tree and join in singing Christmas carols.

The building includes an attractive social room centrally located, which is rented to tenants at a nominal fee for card parties, receptions and other entertainments. This room is furnished with a radio, piano, floor lamps, an open fireplace. A kitchen adjoining the social room is equipped with a gas stove, cooking utensils,

dishes and glasses for serving refreshments. A large number of tenants find it much more convenient to use these facilities than to entertain in their homes.

The Garden News, a community newspaper, is published periodically. It is edited by the management and a volunteer tenant staff. The expenses of publication are borne by the management as the Garden News is circulated without charge.

One summer a song festival was held in the garden. Five hundred trained singers, many of whom were tenants, entertained the community. The occasion was so impressive that it probably will be made an annual affair.

In the summer of 1934, the building provided space to be used for classes in clay modelling and sculpture, conducted by the Emergency Educational Program. Although the membership of these classes is not confined to tenants of this building, yet many of them have joined. A quantity of remarkably interesting articles have been produced. Exhibits of this work have been shown at several of the large department stores.

Such a program of creating community interest and spirit must be planned early in the project and continuously stimulated by the management.

CHART OF COMPLAINTS AND REPAIRS

Project	Most Frequent Complaints	Most Common Requests for Repairs	Miscellaneous Problems
A	Noisy radios belonging to neighbors. Noisy parties. Barking of dogs. Noise made by tenants coming home late.	Requests for changes in equipment especially shelf arrangement. Reconditioning of floors. Requests for new stoves and other equipment before original is reasonably worn out.	Annoyances in garden of children who persist in playing there. Tenants requesting to be released before lease expiration. Porters doing work of various kinds for tenants, sometimes out of hours but sometimes in working hours.

CHART OF COMPLAINTS AND REPAIRS—*Continued*

Project	Most Frequent Complaints	Most Common Requests for Repairs	Miscellaneous Problems
B	Noise made by children. Climbing to top floor apartments (by tenants). (5 flights up) Old ice-boxes and gas ranges.	Toilets clogged. Ice-box drain clogged. Chains—lights. Washers. Washtub clogged.	Lace cutting by unemployed tenants (to augment family income) cluttered premises with remnants. Requests for rent reductions.
C	Noise from radios. Occasional parties late at night	Refrigerator adjustment. Replacing washers. Repairing pull chains and switches for electric fixtures. Radiator leaks caused by partial closing off of heat. New hose for shower. Repairing tub covers. Clothes-dryer rope broken in kitchen. Shade rollers in kitchen or bath not working.	Adjustment of problems with children and between parents. Allaying misunderstandings.
D		Washers for faucets. Broken clothes dryer cords or pulleys. Blown fuses. Toilet flushometer washers. Stuffed wash basins.	Requests for pass keys by children. Loss of keys.
E	Noise from children at play in courts.	Repair wall and ceiling cracks. Unstop toilet. Adjust faucets. Adjust toilet flush. Repair short circuit.	Loss of employment. Arrears in monthly payments, due to above.
G	Noise by children. Noisy parties by adults.	Exposed woodwork rotting. Interior decoration. Plumbing leakages. Sashes and cords. Keys and locks. Plumbing stoppages.	Antipathies among tenants. (infrequent) Keeping cellars clean. (in colored groups) Promiscuous parking. Dog problem.

CHART OF COMPLAINTS AND REPAIRS—*Continued*

Project	Most Frequent Complaints	Most Common Requests for Repairs	Miscellaneous Problems
H	Noise made by other tenants. Children playing in halls and entrances. Radios and other instruments. Careless use of dumbwaiters. Encroachment on time assigned for use of laundry room facilities.	Replacement of fuses. Window lights. Electric refrigerators. Repairs to toilets. Kitchen and bath faucets.	Loss of apartment keys and failure to return on vacating. Tenants' proper care of dogs and other pets. Throwing refuse and shaking mops into dumbwaiter shafts. Careless handling of garbage and other refuse by tenants. Destruction to gardens by children and dogs.
I	Inadequate size of dumbwaiters and misuse by tenants. Inadequate size of closets and locker space. Loss of milk placed at door of apartment. Disturbances by radios, telephones, doorbells, loud talking due to drying out of walls. Many tenants claim they are unable to distinguish between their own doorbell and that of their neighbors because of the manner in which sound travels through the walls. Complaints about removal by children of names from mail boxes and address directory.	Toilets flushing continuously. Leaking faucets. Stuck windows and cabinet doors. Cracks and discoloration of the inside walls due to settlement cracks and dampness penetrating outside walls.	Backups due to obstructions and inadequate size of city sewer mains. Dogs unleashed on premises. Keeping salesmen, solicitors, etc., from the premises.

CHAPTER XX

A Classified List of Rules and Regulations of Nine Housing Projects

All of the rules and regulations appearing in the lease or in a special booklet distributed to incoming tenants by the managers of these projects are included in the following classified list. In most cases, the list prepared by the individual development was made up of a number of paragraphs, each of which covered several different types of prohibitions. For the sake of clarity and logical organization, these were broken up and arranged under topical headings. The number appearing in parenthesis after each paragraph refers to the number of developments which include that particular provision in their conditions of tenancy.

CARE OF APARTMENTS

1. No spikes, hooks, or nails shall be driven into the walls or woodwork of the demised premises. (1)
2. No crating or boxing of furniture or other articles will be allowed within the demised premises. (1)
3. Tenants must not paper, paint, or drive nails into the walls or woodwork of the apartment or elsewhere in the building, and no alteration shall be made by tenant without the consent of the company. (2)
4. All improvements or alterations, howsoever made, shall become the property of the company and not subject to claim or deduction by the tenant. (1)
5. No extra locks or other fixtures shall be put on any doors without the written consent of the management. (1)
6. No tenant shall alter any lock or install a new lock or a knocker on any door of the demised premises without the written consent of the Landlord or the Landlord's agent. (1)
7. In case tenant installs new lock in the apartment door, he shall provide the landlord with an additional key for the use of

the landlord, pursuant to the landlord's right of access to the demised premises. (1)

8. The Lessee shall not lay linoleum or other similar floor covering so that the same shall come in direct contact with the floor of his apartment without first obtaining the written consent of the Lessors or their agent, and if linoleum or other similar floor covering is desired to be used, an interlining of builders' deadening felt shall be first affixed to the floor by a paste, or other material which may be removed easily with water; the use of cement or other similar adhesive materials is expressly prohibited. The expense of repairing any damage resulting from a violation of this rule shall be borne by the Lessee by whom, or by whose agents or employees, the damage shall have been caused. No method of laying carpets or rugs on the floors of the Lessee's apartment shall be employed which will cause any damage to said floors. (2)

9. Pictures and/or other decorative articles shall not be hung in such a manner as to cause damage to the walls or woodwork. No holes shall be drilled or nails or screws driven into the ceilings, floors, wood, stone or iron work, nor shall any change be made in the decorative treatment by paint, paper or other material without the written consent of the Lessors. (2)

10. No tenant shall interfere in any manner with any portion either of the heating, lighting or refrigeration apparatus in or about the demised premises (nor in or about the building containing the same). (2)

11. Each lessee shall keep the premises and fixtures leased in a good state of preservation and cleanliness. (5)

12. Tenants will be held responsible for the condition of the permanent fixtures in their apartments. (1)

CHARGES AGAINST TENANTS

1. All damage to the building, caused by the moving or carrying of articles therein, shall be paid by the tenants, or person in charge of such articles. (1)

2. Defacing or destruction of property will not be permitted. (1)

3. Tenant shall make good any injury or breakage by tenant, family, agents, employees or visitors, and any damage caused by the overflow, leakage or escape of water, steam, electricity or gas, resulting from negligence of tenant or that of such family, agents, employees, or visitors. (2)

4. Tenant will be held strictly responsible for any loss or dam-

age to other apartments resulting from overflow of ice-box or washtubs, sinks, bathtubs or basins. (1)

5. Tenant must at own expense replace broken window glass, shades or other property of the company. (1)

6. Tenants will be furnished three house keys, for which a deposit of \$1.00 will be required on the signing of the lease, to be refunded to the tenant upon return of these same keys at the expiration of the lease. Extra keys will be made at a charge of 25c each. (1)

7. Any damage resulting to water closets or other water apparatus from misuse of any nature or character whatever shall be paid for by the tenant who shall cause it. (4)

8. The expense of repairing damage resulting from negligence or misuse of laundry or drying apparatus shall be borne by the Lessee by whom, or by whose agents or employees, the damage was done. (1)

9. Each tenant upon the termination of his tenancy shall restore to the Landlord all the keys to the apartment building, his apartment and such other portions of the apartment building which shall have been furnished the Tenant or which the Tenant shall have made, and in the event of loss of any keys so furnished, the Tenant shall pay the Landlord therefor. (1)

10. All apartment keys must be surrendered at termination of tenancy or their value will be deducted from tenant's security. (1)

11. Should a tenant move from an apartment within six months and it becomes necessary to redecorate the apartment for an incoming tenant, the outgoing tenant shall have deducted from his security two-thirds of the cost of such decoration. (1)

CHILDREN

1. Children must not play in halls or on stairways or in entries to the building, or in gardens, walks, terraces or courts. (5)

2. Children's play shall be limited to the playgrounds provided for their use. (3)

3. Children shall not be permitted in the service elevators, nor play in elevators, if any. (1)

DELIVERIES

1. All supplies, provisions, milk, ice, groceries, furniture, boxes and like merchandise shall be taken into or removed from the demised premises through the designated door of said building only. (5)
2. Lessors will not be held responsible for the loss or damage of any supplies, market goods and packages of every kind, notwithstanding such loss or damage may be through the carelessness or neglect of an employee of the building. (5)
3. The Lessor will not be responsible for any articles left with any employee. (5)
4. All deliveries must be made through the basement. (1)
5. Supplies, goods, and packages of every kind are to be delivered through service elevators or dumbwaiters. (1)
6. Freight, furniture, and packages, merchandise and bulky matter of every description shall be received in the building only between such hours as shall be designated by the Lessors. (2)
7. The moving of furniture or other household goods into or out of the buildings on Sundays is expressly prohibited. (1)

DOGS, CATS, ETC.

1. Dogs, cats, parrots, or other animals are not allowed on demised premises without the consent of the management. (2)
2. Dogs, cats, parrots, or other animals are not allowed on the demised premises without the written consent of the management. (6)
3. All dogs must be kept on leash (or carried) while on public portions of the premises. (3)
4. No dogs or other animals will be allowed in or about the premises. (2)
5. No dogs shall be permitted in any passenger elevator unless carried or on leash. (2)

ELEVATORS

1. No baby carriages, velocipedes, or bicycles shall be allowed in passenger elevators, if any. (1)
2. Unless automatic, the passenger and service elevators, if any, shall be operated only by employees of the Landlord, and must not in any event be interfered with by the Tenant, his family,

servants, employees, agents, or visitors. Elevators will be operated only during such hours as the landlord may from time to time determine. (1)

3. The service elevators, if any, shall be used by servants, messengers, and tradespeople for ingress and egress, and the passenger elevators, if any, shall not be used by them for that purpose, except that nurses with children may use the passenger elevators, if any. (1)

EXTERMINATING

1. For the protection of the building and the tenants, the management provides a bonded Exterminating Company whose representative will visit the apartments every other week on a specified day. Each tenant is requested to admit the man, who will be in uniform, and if it should be impossible to do so, leave word at the office in order that the superintendent may admit him if necessary. (1)

2. The company shall not be liable for the presence of rodents, bugs, or any other vermin, nor responsible for damage due to same. (1)

FIRE ESCAPES

1. The obstruction of fire escapes is a menace to life and is prohibited by the Fire Department and also by the Lessor. (3)

2. No fire escapes shall be obstructed in any manner. (1)

3. Fire escapes must in no circumstances be used for sleeping purposes. (1)

GARBAGE AND DUMBWAITERS

1. Garbage and refuse must be sent down to the basement in the dumbwaiter from the kitchens at such times as directed by and in accordance with the direction of the manager. (3)

2. Unless the building is equipped with an incinerator, all garbage and refuse must be sent down to the basement in such manner and at such times as the management may direct. (2)

3. Tenants must keep garbage and trash in separate metal cans. (1)

4. Tenants must strictly comply with the City regulations as to cans and methods of collection. (1)

5. Garbage must not be left in hall or on dumbwaiter. (1)

LAUNDRY

1. Laundry work shall be done only in the rooms provided for such purposes in the demised premises. (1)
2. Electric washing machines and apparatus shall only be used and operated in the basement. (1)
3. Each Lessee shall use the laundry and drying apparatus, if any, only on such days and hours as the Lessor shall designate. (3)
4. Tenants shall remove clothes posts when not in use from the yard to a proper place within the building. (1)
5. Each tenant should supply his own line for hanging clothes on the roof, removing it when taking down clothes. (1)

NOISE

1. No Lessee shall make or permit to be made any disturbing noises in the building by himself, his family, guests, visitors, or employees; nor do or permit to be done anything that will interfere with the rights, comforts, or convenience of other tenants of the building. No Lessee shall play upon or suffer to be played upon any musical instrument or radio in the demised premises between the hours of 11:00 P.M. and the following 8:00 A.M., if the same shall disturb or annoy other tenants of the building. (5)
2. Music will not be allowed between 11:00 P.M. and 7:00 A.M. As many of the bedrooms face the garden, it is essential that there be no loud talking, slamming of doors or disturbance of any kind in the entrances and garden after 11:00 P.M. Tenants are expected at all times so to conduct themselves as not to infringe on the peace and comfort of others. (1)

PERAMBULATORS, VELOCIPEDES, BICYCLES, ETC.

1. Baby carriages, go-carts, velocipedes, bicycles, and other children's paraphernalia must be placed in the room set aside for this purpose. (2)
2. The management assumes no responsibility for loss of or damage to baby carriages, go-carts, velocipedes, bicycles, and other children's paraphernalia in case of theft, fire, or for any cause whatsoever. (2)
3. Baby carriages and bicycles, etc. shall be taken into or removed from the demised premises through the designated door of said building only. (1)

PUBLIC PREMISES—COURTS, PASSAGES, ENTRANCES, GARDENS, ETC.

1. No dust, rubbish or litter shall be swept from the demised premises or any room thereof into any of the halls or entryways of the building containing said premises. (4)

2. Nothing shall be thrown by the tenants or their servants down the dumbwaiter or the passages, courts, terraces, gardens, light shafts or areas of the building. (6)

3. No ash can, garbage can, coal holder, wood-box, kitchen supplies, ice or any other articles shall be placed in the corridors or halls or on the staircase landings or on the terraces or in the gardens. (4)

4. The sidewalks, entries, passages, vestibules, halls, stairways, or the outside of the several apartments shall not be obstructed or used for any purpose other than for ingress or egress to and from the respective rooms or apartments. (5)

5. The hall or stairway shall not be used for the storage of furniture or other articles. (1)

6. Landings and fire-escapes, entries, passages, halls and stairways must be kept free from all obstructions and must in no circumstances be used for sleeping purposes. (1)

7. No baby carriages, velocipedes, or bicycles shall be allowed to stand in the halls, passageways, areas or courts of the building. (5)

8. The halls, passages, entrances, stairways, roofs, terraces, gardens, and walks are not for the use of the general public and the Lessors shall in all cases retain the right to control and prevent access thereto of all persons whose presence in the judgment of the Lessors shall be prejudicial to the safety, character, reputation and interests of the buildings and their tenants. (2)

9. Hours for closing entrances at night will be fixed by the management and must be complied with by the tenant. (1)

10. Tenants will not be allowed to put their names in any entry, passageway, vestibule, hall or stairway of the building, except in the proper place in the mail box provided for use of the apartments occupied by them respectively. Names of all adults will be placed on mail boxes and directories in a uniform manner by the management. (1)

11. The first floor tenants are required to keep the yards and sidewalks around their apartments in a clean and sanitary condition, and the second floor tenants will be held responsible for keeping stairways clean and sanitary. (1)

12. The landscape and garden work has been planned in harmony with a definite and permanent program, both as to development and maintenance. Tenants shall not disturb or interfere with any work of this kind that has been done or is to be done by the Lessor. The individual lawn space incidental to the within described premises shall be properly cared for, in season, by the tenant at his own expense. Any additional planting may be done by the tenant if agreed to by the Lessor. All walks providing immediate ingress and egress to and from the leased premises must be kept clean by the tenant at his own expense. (1)

PUBLIC PREMISES—ROOFS

1. Roof gardens have been provided on several buildings for the use of the Lessee and the Lessee is specifically prohibited from going out upon the main roofs of any building except at such time when an emergency may necessitate trespassing thereupon. (1)

2. No tenant and no guests, visitors or employees of any tenant shall go upon the roof or terraces of the building without the written consent of the Landlord. (1)

3. The use of the roof for drying purposes shall be subject to assignment by the management, without the company being responsible for property of tenant. (1)

4. No one will be allowed on the roof at any time except for the purpose of hanging clothes (1)

RADIOS, AERIALS, ELECTRIC WIRING, ETC.

1. No radio wires or aerials shall be hung from any of the windows or attached to the roof or any part of the outside of the building. (2)

2. No radio installation shall be made without the written consent of the Landlord. Any aerial erected on the roof or exterior walls of the building without the consent of the Landlord in writing is liable to removal without notice. (1)

3. Tenants are urged to use inside aerials when possible, but for the benefit of those whose radios cannot be operated without outside assistance, an aerial will be provided along the coping of the roof on the inside of the garden and courts. Consult the manager as to your connection. (1)

4. Tenant shall under no conditions run electric wires, whether insulated or not, across ceilings, down walls or at base mouldings or on the floor. (2)

5. No boring or cutting for wires or otherwise shall be made without the consent of and directions from the Landlord. (1)

6. Tenant shall not bring upon the premises any X-ray or other electrical therapeutic apparatus, unless authorized thereto by the management. (1)

7. If the tenant desires telephone connection, the Landlord will direct electricians as to where and how the wires are to be introduced. (1)

STORAGE

1. Limited storage space will be provided in the basement for properly packed articles. (1)

2. The management does not assume any responsibility for any loss or damage to chattels stored. (1)

3. No furniture shall be stored in the basement. (2)

4. The Lessee shall have the use, without charge, of a reasonable and specific portion of a storeroom to be designated by the Lessors, provided that the Lessee tags all articles stored therein with tags, which may be secured from the janitor, and provided, further, that the Lessors shall not be liable for any loss or damage to property, left, placed or stored in such storeroom. (1)

5. A room is provided for trunks where they may be stored at the tenant's risk. (1)

6. The balconies or outside vestibule entrances shall not be used for the storage of furniture or other articles. (1)

WATER AND WATER APPARATUS

1. The water closets and other water apparatus shall not be used for any purpose other than that for which they were constructed. (4)

2. No sweepings, rubbish, rags, paper, ashes, or other substances shall be thrown in water closets or other water apparatus. (4)

3. The water shall not be left running any unreasonable or unnecessary length of time in the demised premises. (1)

4. Tenants must at once report any accident or injury to water pipes, toilets, or drains. (1)

WINDOWS

1. No dust, rubbish or litter shall be thrown by the tenants or their servants out of the windows. (7)
2. No curtains or rugs shall be hung from the windows or balconies. (9)
3. No table cloths, bedclothes, or clothing of any description, nor any other articles, shall be placed on the window sills. (9)
4. No curtains or rugs shall be shaken from any of the windows or doors. (9)
5. No awnings or other projections shall be attached to the outside walls of the building without the written consent of the management. (3)
6. No blinds, shades, screens, or window guards shall be attached to or hung in or used in connection with any window of the demised premises without the prior written consent of the landlord. (4)
7. Signs of any kind must not be displayed in windows. (1)
8. No signs, signals, advertising or illumination whatsoever shall be displayed anywhere on the exterior of the building, nor shall anything be projected out of a window. (1)
9. Windows, skylights, floors, or other openings admitting light shall not be covered or obstructed except that, as approved by the management, shades and curtains to apartment windows will be permitted. (1)
10. All shades, awnings, or window guards shall be of such character as shall have been first approved by the landlord. (2)
11. Awnings shall be put up only if Lessor agrees. (1)
12. Awnings shall be furnished and properly installed by the tenant at his own expense. (1)

MISCELLANEOUS

1. The members of each family group are charged not only with the duty of conducting themselves with due regard to all the decencies of life and the care of property, but also with the duty of insisting that all visitors to their apartment shall do likewise. (3)
2. The provisions of the lease restricting the use of the premises to private residence purposes shall be strictly construed. (1)
3. The Lessee shall not carry on or permit or allow any employee or other person to carry on business of stenography, type-

writing, dressmaking or any similar business in or from the Lessee's apartment for the service or accommodation of occupants of any other portion of said building or of any manufacturing of any kind, or the business of a barber shop, beauty parlor, manicurist, or chiropodist, or any business whatsoever. (2)

4. Same as above, with addition of "without the written consent of the Lessors." (1)

5. No manufacturing, domestic trades, shops, stores, or laundry business is permitted on the premises. (1)

6. The Lessee's occupancy is expressly limited to private residence purposes. (3)

7. The making, use, or possession of illegal products or chattels or of anything not permitted by law is absolutely prohibited. (3)

8. Sub-letting or exchange of apartment, whether furnished or unfurnished is prohibited. (1)

9. No gratuities, whether in money or kind, shall be given or offered to any employee of the company, nor shall tenants make use of such employees for their own purposes. The company furnishes hot water and will clean and light the halls and stairways and any other service that it may choose to render will be gratuitous, unless otherwise distinctly specified. (1)

10. Tenant shall strictly and promptly execute and comply with all rules, regulations, orders, ordinances, and requirements of the Fire Department, Bureau of Buildings, Department of Health and Tenement House Department, and of all other Departments and Bureaus of the Federal, State and City government, applicable to the premises, including the requirements of the New York Board of Fire Underwriters. (1)

11. Tenant shall not keep upon the premises any explosive or high combustible such as turpentine, gasoline, naphtha or benzine, or do anything whereby the policies of fire or other insurance may be invalidated or the rate thereof increased. (1)

12. Tenant must at once report any accident or injury to water pipes, toilets or drains, gas pipes or fixtures, electric wires or fixtures, dumbwaiters, or other property of the Company, and all breakage, damage or loss of any kind. (1)

13. Lessee shall not be permitted to use or keep in the apartment buildings any kerosene, gasoline or inflammable fluid or any other illuminating material. (2)

14. Lessee shall not use any other method of heating than that supplied by the Lessors. (2)

15. Tenants are not permitted to use gasoline stoves. (1)

16. Tenants are not permitted to take roomers, boarders or lodgers. (2)

17. Each apartment must be occupied by a particular family group with a recognized head. The members of such group need not necessarily be all related by blood or marriage but the group must be reasonably stable, lodgers and extended visiting by persons not members of the group being prohibited. Before commencing occupancy, each member of a family group must enter his signature, together with such other appropriate information as the Landlord's representative may deem necessary in the register in the office of the Resident Manager. Any change in the family group must be entered immediately in such register so that the register shall at all times indicate the precise composition of each family group. (1)

18. Cases of infectious or contagious disease occurring among occupants of these premises must be immediately reported to the supervisor, and to the Medical Officer of the District and in the case of any serious illness, the patient, if so required, will be removed by tenant to a hospital. (1)

19. No servants or employees of the Landlord shall be sent out of the building by any tenant at any time for any purpose. (1)

20. There shall be no cooking or baking done except in the kitchen. (1)

21. Cooking of any kind or in any manner in any room of the apartment except the kitchen and on the stove therein provided, with the exception of the use of such electrical appliances as are ordinarily used in the kitchen, at the dining room table or in the living room, to which their use is confined, is absolutely prohibited. (1)

22. No sign, signal, advertisement, or illumination shall be inscribed or exposed on or at any window or other part of the building except such as shall be approved in writing by the Lessor; neither shall anything be placed upon or projected out of any window or upon the roof of the building in which the demised premises are located without such consent. (2)

23. No auction sales shall take place in any apartment. (1)

24. No tenant will be permitted to move from one apartment to another unless such arrangement is made with the office at the time of rental. (1)

25. Tenants must give ten days' notice of intention to leave or they will be held for a week's rent from the time of giving notice. (1)

26. Every tenant must give one month's notice in writing of intention to vacate apartment. (1)

27. Although the letting is by the week and for one week only, nevertheless, in view of the fact that a tenant proving satisfactory will be permitted to continue from week to week, it is expected that should such tenant desire to leave, at least one month's notice of such intention will be given the company. (1)

28. The manager or his representative shall be at liberty to enter and inspect the state of repair and cleanliness of any apartment during all daylight hours and in case of emergency at any time. (1)

29. The landlord may retain a pass-key to the premises. (1)

30. The Lessor reserves the right to make such other rules and regulations from time to time as may be deemed needful for the safety, care, and cleanliness of the premises and for securing the comfort and convenience of all tenants. (2)

31. Additional rules and regulations shall become a part of the lease upon notice thereof to the Lessees. (1)

32. Should a tenant's council be appointed by the company in order to advise and co-operate with the supervisor, such council shall make no additional rules nor suspend any of those laid down by the company. (1)

APPENDIX

THE LAW OF LANDLORD AND TENANT

by

JOSHUA S. CHINITZ

Member of the New York Bar

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FOREWORD

Few branches of the law have a wider scope than the Law of Landlord and Tenant. Limitations of space have made it necessary to narrow the following analysis to a statement of the general principles pertaining to a few of the more important incidents of the relation of landlord and tenant, with citations from concrete cases, here and there. The selection of the subjects for discussion and the extent of their treatment have been guided by the practical needs of the housing manager when he is called upon to negotiate a lease or have dealings with tenants. Many matters have been deliberately omitted because they are too technical or involved for lay consumption. Other problems have received no attention because they arise in connection with the management of commercial buildings, rather than of tenement or apartment houses. Though most of the references are from the decisions of the New York courts, the rules stated have in the main nationwide application. Where the law is statutory, the New York laws have been cited as an example of statutory trends.

What is said in the following pages is based on judicial decisions and statutes concerned with the landlord in private enterprise. Public Housing Managers will naturally inquire whether these principles will apply to the government or its instrumentalities as landlord. There are, of course, as yet no judicial decisions on the question. Nevertheless, it may be assumed that, with one possible exception to which reference will shortly be made, the law of landlord and tenant as it has been developed in private enterprise will apply equally to public housing projects. A lease is merely a special type of contract. As a general rule, the rights and liabilities of the state and federal governments, their agencies, municipalities, and public corporations, like a municipal housing authority, under their lawful contracts, are the same as those of a private contractor. There are, to be sure, some differences flowing from the sovereignty of the federal and state governments which distinguish them from the private contractor, but they do not

touch the general principles of the law of leases, tenancies and their duration, possession, eviction, termination of the relation of landlord and tenant, and dispossession proceedings which are set forth in the following pages.

The exception referred to is the liability of the landlord of a public housing project for negligence in keeping the premises in a safe and proper condition. Doubtless the agency operating a public housing project will assume a social responsibility at least as great as that which the law imposes upon private landlords. What its legal obligation will be must at present remain somewhat uncertain. The private landlord's legal duty to maintain and operate his building in a safe and proper manner carries with it a liability to respond in a suit for damages for its breach. However, neither the state nor the federal government can be sued without their consent given in the form of legislative or constitutional sanction. As an attribute of their inherent sovereignty, the state and federal governments are immune from suits for negligence and their immunity is to a certain extent enjoyed by their agencies and instrumentalities engaged in a governmental activity. The Courts will doubtless be called upon in the near future to determine how far a governmental agency operating a public housing project shares the private landlord's legal liabilities. One hesitates to anticipate what the courts will decide. Judicial trends might be indicated by a comparative study of the decisions involving existing analogous spheres of governmental activity. Such a study would involve consideration of questions such as these: Is the government, or one of its agencies operating a housing project, engaged in a governmental or private activity? To what extent have the federal and state governments abdicated their immunity and consented to be sued? How far do the agencies of the state and federal governments and municipalities enjoy the sovereign immunity from suit? Do the particular housing statutes contemplate that the governmental agency operating a housing project shall be liable for negligence? What funds are to be amenable to judgments in such suits? Again, such an inquiry would require the factual determination of questions which are at present somewhat unsettled, viz., Who will be the landlord? In federal projects, will the landlord be the

United States Government acting through an administrative division, or a corporation created by an act of Congress or organized under the laws of one of the states? In state projects, will the landlord be the State acting through a commission or board, or a special independent body politic, such as a municipal housing authority or other corporation? It is apparent that a proper consideration of these important questions must go far afield of the scope of these pages. The indications are that an independent corporation like a municipal housing authority or a corporation created by an act of Congress, operating a public housing project, would be subject to the same legal duties as the landlord in a private enterprise. Even in the case of projects operated directly by the government, it is not unlikely that legislative act or judicial decision may ultimately impose upon the governmental landlord the same legal liabilities to which the private landlord is now held. If the function of government expands to embrace fields of activity which have in the past been the exclusive domain of private enterprise, public policy may well demand that the government yield its immunity from suit for the protection of its citizens.

It cannot be too strongly emphasized that this brief statement of the law is not intended and should not serve as a substitute for the advice of counsel, where the advice of counsel would ordinarily be invoked. The activity of the housing manager brings him into constant contact with the relation of landlord and tenant. It has been the writer's purpose to clarify that relation, to the end that the housing manager may appreciate the legal consequences of his dealings with tenants in cases where he would ordinarily be content to rely on his unspecialized lay knowledge of the law.

J. S. C.

New York, September, 1935.



I

ESTATES IN REAL PROPERTY

The Law of Landlord and Tenant deals with interests in real property and the rights and obligations of the parties to the contract from which such interests arise. At the outset, it will be advisable to consider some established definitions.

The term "estate" is used to designate the interest which a person has in real property. As the extent of the interest may vary, there are several kinds of estates.

The greatest estate in real property which may be created or owned is called an Estate in Fee, or Fee Simple. That is the kind of estate owned by the person who is popularly called the "owner" of the real property. "The fee is the greatest interest that can be granted in real estate. It includes title, the right of possession and the right to use for any purpose which may be lawful."¹

When a person has the right to possess real property for the term of his life, or for the term of the life of another, or during successive lives, he is said to hold an Estate for Life, and he is called a Life Tenant.

An Estate for Years is one which arises from a contract whereby a person acquires the right to hold and enjoy real property during a term having a certain beginning and a certain end. The holder of such an estate is called a Tenant for Years.²

An Estate at Will is one which arises from a contract whereby one person permits another to occupy his real property for an indefinite period, terminable at the pleasure of either. The holder of such an estate is called a Tenant at Will.³

¹ Matter of Brookfield, 176 N. Y. 138.

² Kavanaugh vs. Cohoes Power & Light Co., 114 Misc. Rep. 590.

³ Sarsfield vs. Healy, 50 Barb. 245.

II

THE RELATION OF LANDLORD AND TENANT

The foregoing definitions of Estates for Years and at Will imply a certain relation between the contracting parties, viz., the relation of landlord and tenant. This relation is defined as "that which arises from a contract by which one person occupies the real property of another with his permission, and in subordination to his rights, the occupant being known as the 'tenant' and the person in subordination to whom he occupies, as the 'landlord'." ¹

The landlord need not necessarily be the owner of the real property. All that is required is that he have some interest therein entitling him to occupy it, and which is capable of being transferred to another. It has already been noted that Tenants for Life and Tenants for Years, though not the absolute owners of the real property which they occupy, nevertheless hold estates or interest therein. They may themselves become landlords by parting with a portion of their estate to another. Thus, if L., the owner of a ten-story building, leases it to T. for a term of five years, there arises the relation of landlord and tenant between L. and T. Should T. now lease the third floor of this building to S. T. for a term of two years, there is thereby created the relation of landlord and tenant between T. and S. T. Both relations may subsist at the same time. There is, however, no relation of landlord and tenant between L. and S. T. for the reason that S. T. is in occupation with T.'s permission and not with L.'s.

Rent is usually an incident, but not an essential one, of the relation of landlord and tenant. The contract from which the relation arises usually requires the tenant to make periodic payments to the landlord for the right to occupy his real property. These payments are called rent.

¹ 35 Corp. Jur. 951, Sec. 1.

III

LEASES

The contract from which the relation of landlord and tenant arises is called a "lease," and when reference is made to the parties to such a contract, the landlord is sometimes called the "Lessor" and the tenant the "Lessee." A lease has been defined as "a contract for the possession and profits of lands and tenements on the one side, and a recompense of rent or other income on the other, or it is a conveyance to a person for life, or years, or at will, in consideration of a return of rent or other recompense."¹ A lease thus fulfills two purposes. It operates as a conveyance to the tenant of a portion of the landlord's estate, and at the same time it imposes on both parties contractual obligations respecting the possession and enjoyment of the leased premises.

VERBAL LEASES. In common parlance the term "lease" is usually associated with a written instrument signed by the landlord and the tenant. Strictly speaking, this is not always so. A lease need not necessarily be in writing. In certain instances to which reference will shortly be made, a lease is not legally enforceable unless it is in writing. Otherwise, an oral or verbal lease, or a "parol lease" as legal terminology labels it, is valid. It may be difficult to prove the existence of such a lease, or its terms may be disputed, but once it has been proven to the satisfaction of a court or jury that an oral lease was in fact made, the courts will give it the same effect as though it had been reduced to writing and signed by the parties.

No particular formality is required to bring an oral lease for real property into existence. All that is necessary is that the minds of the parties have met and come to an agreement as to the essential terms of the occupancy, i.e., the premises to be occupied, the duration of the occupancy, the rent to be paid, the time of payment, and the like. Thus, if the owner or someone on his behalf

¹ Becker vs. Becker, 13 App. Div. 342.

exhibits an apartment to a prospective tenant and offers it to him at so much per month for a certain term or from month to month, and the prospective tenant states in substance that he will take the apartment on those terms, or if he takes possession, a valid verbal lease has come into being.

Verbal leases should, nevertheless, be avoided, even where they may validly be made. In the event of law suit, a written instrument is proof not only of the very existence of the lease, but as well of its specific term and the persons bound thereby. If the lease is oral, the parties run the risk of having its true terms distorted by false testimony or faulty recollection of what was said and done at the time the verbal lease was made.

There is yet another advantage in the written lease, at least for the landlord. The standard forms of printed lease contain several clauses of advantage to the landlord, relating to contingencies seldom discussed or considered when a verbal lease is made. To state an example, most written leases contain a provision that the tenant's liability for rent shall continue for the entire term, even after he has been dispossessed for non-payment of rent or other cause. Now, the New York Statutes¹ provide that the issuance of a warrant in dispossession proceedings terminates not only the relation of landlord and tenant, but also operates to cancel the lease under which the tenant was in occupation. However, a written lease which contains a provision that the tenant's liability for rent shall survive his dispossession, is not affected by the statute. The courts have held that the parties to a lease may by express provision waive the statute so as to hold the tenant to his obligation to pay rent after dispossession.² On the other hand, where the lease is verbal, presumably the parties have made no agreement concerning the tenant's liability for rent after he is dispossessed, and the statute is effective to terminate his obligations to pay rent upon dispossession. A shrewd tenant, wishing to be relieved of the burdens of his oral lease, may sit by and invite dispossession.

¹ New York Civil Practice Act, Sec. 1434.

² Ambler Garage vs. People, 235 App. Div. 548.

LEASES NOT REQUIRED TO BE IN WRITING. What has been said above concerning the validity of verbal leases applies only to leases for a term not exceeding one year. So long as the term agreed upon is for one year or less, an oral lease is valid, and this is so whether the term is to begin presently or in the future. Thus, a verbal lease made on February 1, 1935 for one year to commence on that date, or a verbal lease made on February 1, 1935 for one year to commence on October 1, 1935, is valid. In each case the lease is for a term not exceeding one year, although in the latter instance, the term is not to begin until some future date.¹

LEASES REQUIRED TO BE IN WRITING. A lease for a term greater than one year is legally unenforceable unless it is in writing and signed by the landlord. This is so by force of a statute, commonly called the Statute of Frauds, which has been almost universally adopted in the United States. As its name implies, this Statute is designed to prevent fraudulent claims based on alleged verbal contracts of lease for a greater period than one year, by requiring all such leases to be in writing and making them unenforceable if not reduced to writing. The New York statute is typical. It reads.²

"An estate or interest in real property, other than a lease for a term not exceeding one year, . . . can not be created, granted, assigned, surrendered or declared, unless . . . by deed or conveyance in writing, subscribed by the person creating, granting, assigning, surrendering or declaring the same, or by his lawful agent, thereunto authorized by writing. . . ."

The use of the word "unenforceable" in referring to verbal leases for a term greater than one year is deliberate. Such a lease is not illegal. The parties may actually have verbally agreed upon the terms of the occupancy as fully as they might have by writing, but by force of the statute, either one may treat the verbal agreement as a nullity. Now, it will be noted that, while the

¹ Ward vs. Hasbrouck, 169 N. Y. 407.

² New York Real Property Law, Section 242.

statute requires such a lease to be evidenced by a writing signed by the landlord, there is no requirement that it be signed by the tenant. The question arises whether a written lease for more than one year signed by the landlord is binding on the tenant who has not signed his name thereto. The answer is that so far as the Statute of Frauds is concerned, the tenant's signature is not necessary to give effect to a written lease for more than one year if it is signed by the landlord. But, it must be remembered that a lease, whether verbal or written, is a contract, and that every contract contemplates that the minds of the parties have met and come to an understanding. In case of a lease for a term of more than one year, the landlord's assent to the contract must be evidenced by his signature to the written lease. The tenant's assent may be evidenced by his words, or by his taking possession of the leased premises, or by payment of rent in advance, or by his signature to the lease, but there must be his assent in some form.¹

WHEN TENANT'S SIGNATURE TO LEASE IS REQUIRED. Sometimes during the preliminary verbal negotiations for a lease, the parties thereto manifest an express intention that neither shall be bound until a written lease is signed by both. In such a case, the tenant's signature as well as the landlord's is essential, and without it, a lease signed by the landlord alone, whether for a term greater than one year or not, is ineffectual to bind the tenant. The lease does not come into being as a mutually binding contract until both have signed the written instrument.²

WHEN VERBAL NEGOTIATIONS TAKE EFFECT AS LEASE THOUGH WRITTEN LEASE WAS CONTEMPLATED. The foregoing rule as to the necessity of a signed written instrument is operative only where there is a clear intention not to be bound until the written lease is signed. Mere intention that the verbal negotiations be reduced to writing and signed is not enough, and where all the terms of the tenancy have been agreed upon during the oral negotiations and

¹ 300 West End Ave. Corp. vs. Warner, 250 N. Y. 221; Loew vs. Bedford, 125 Misc. Rep. 866.

² Disken vs. Herter, 73 App. Div. 453.

nothing further remains to be done except to draw and sign the written lease, the verbal negotiations are effective as a lease even though the written instrument is never drawn or signed.¹ This rule is, of course, inapplicable to leases for more than one year, which must in all events be in writing and signed by the landlord.

EFFECT OF VERBAL LEASES FOR MORE THAN ONE YEAR. The fact that a verbal lease for more than one year is unenforceable rather than illegal leads to some peculiar situations. Neither party can compel the other to perform its terms. The landlord need not give possession and the tenant is not required to pay the agreed rent. However, if the tenant has paid rent in advance, he cannot in every case recover it. The courts will permit him to recover only where he has offered to perform the unenforceable verbal lease and the landlord has refused. The courts take the position that, while the Statute of Frauds prevents them from holding the parties to their verbal lease, the parties ought to perform it in good conscience. Consequently affirmative relief, such as the tenant's recovery of rent paid in advance, will be denied to the party seeking it unless he has offered to perform the oral lease.²

Notwithstanding the Statute of Frauds, the parties may elect to carry out their unenforceable verbal lease, and if the landlord permits the tenant to take possession, the relation of landlord and tenant is established. The tenancy so arising is at will and continues to be such until the tenant makes a rent payment. If he pays and the landlord accepts an installment or alliquot part of the annual rent contemplated by the verbal lease, the courts construe that as an intention to create a lease for one year upon the terms and conditions of the verbal lease. The tenancy at will is now converted into one for a year.³

LEASES BY LANDLORD'S AGENT. A lease, like any other contract, may be consummated on behalf of the landlord by his authorized agent. A verbal or written lease made between the tenant

¹ Wilbur vs. Collin, 4 App. Div. 417.

² Nasanowitz vs. Hanf, 17 Misc. Rep. 157.

³ Talamo vs. Spitzmiller, 120 N. Y. 37; Coudert vs. Cohn, 118 N. Y. 309.

and the landlord's agent is as binding on both parties as though it were consummated directly with the landlord in person. In practice, where a written lease is contemplated and the preliminary negotiations are carried out by the landlord's agent, the lease is usually signed by the landlord. However, this practice is neither necessary nor universal. The agent may himself execute the lease on behalf of the landlord, if he is authorized. In such a case, it is always advisable that the agency be made clear on the instrument. The best form is as follows:

"THE X REALTY CORP.

By John Smith (signed)

Agent

LEASES TO MARRIED WOMEN. A married woman residing with her husband is as competent to enter into contracts of every kind, including leases, as though she were unmarried. A written lease in which a married woman is named as tenant, and which is signed by her, binds her and not her husband.¹

Where an oral lease is made with a married woman, it is not always certain whether she or her husband is the tenant on whom rests the obligation to pay the stipulated rent. A husband is legally obligated to provide a dwelling and other necessities of livelihood for his family, and the law constitutes his wife his agent for that purpose, so that she may ordinarily bind him on contracts which she makes for food, dwelling, and the like.² Thus, when a married woman enters into verbal negotiations for a lease, the question arises as to whether she is acting for herself, as she may, or as the agent of the husband. The courts have taken the position that, where a husband and wife are living together and, as an incident of her management of the household affairs, she enters into a lease for their joint dwelling, presumptively she is acting as the husband's agent. He and not she is the tenant under a verbal lease so made.³ The parties may, however, verbally agree to the contrary. However, the verbal lease may be

¹ Ivy Courts Realty Co. vs. Lockwood, 140 N. Y. Supp. 374.

² Keller vs. Phillips, 39 N. Y. 351.

³ Stevens vs. Hush, 104 Misc. Rep. 69; Grandy vs. Haddock, 85 App. Div. 173.

made with the express understanding that the wife's personal credit is relied upon by the landlord, and that she be deemed the tenant. An express understanding overcomes the presumption that would otherwise arise. That is why the wife alone is bound on a written lease signed by her and in which she is named as tenant, for, in such a case the intention is manifest that she is personally the real contracting party and the person intended to be the tenant.

LEASES TO INFANTS. In the eyes of the law, a person is an "infant" until he reaches his twenty-first birthday. The contracts of an infant are said to be voidable at his election. They are at all events binding upon the persons with whom he deals, so long as the infant chooses to perform. At any time during his minority, and within a reasonable time thereafter, an infant may repudiate his contracts and even recover any consideration which he has paid under them.¹ And he may do this although he has deliberately represented himself to be of age, and the person with whom he has dealt relied in good faith on his misrepresentation. These principles apply equally to leases made to an infant. He cannot retain possession of the leased premises without paying rent, but he may terminate his obligation by disaffirming the lease and removing from the premises.²

¹ Nathan vs. Karp, 214 App. Div. 490.

² Williston on Contracts, Volume I, Sec. 237.

IV

TENANCIES AND THEIR DURATION—WHEN NOTICE IS NECESSARY TO TER- MINATE TENANCY

Tenancies are differentiated by their duration. There are monthly tenancies, tenancies from month to month, yearly tenancies, tenancies for years, and tenancies at will. As these names indicate, the distinctions are technical, confusing, and sometimes elusive. It is nevertheless important to understand the distinctions, for they have far reaching practical consequences, viz., the question as to whether notice is necessary to terminate a tenancy is dependent upon the particular type of tenancy involved.

TENANCY FOR YEARS. A Tenancy for Years is one for a term certain, having a fixed time for both its beginning and termination. The name "Tenancy for Years" is used ambiguously to describe all tenancies for a definite term, irrespective of the actual duration. Thus, a lease for one week, for one month, for seven months, for one year, or for ten years, creates in each instance a Tenancy for Years. The essence of such a tenancy is that the parties have by express agreement fixed the date for the termination of the tenant's occupation.

A tenancy for a fixed term expires by its own limitation on the stipulated date and no notice of termination need be given by either party. The agreement of lease puts both the landlord and tenant on notice as to the date of termination.¹

TENANCY AT WILL. A Tenancy at Will is one where the duration of the term is not fixed but is to continue until it is terminated at the pleasure of either party.² Tenancies at Will usually take on the character of tenancies from year to year, from month to

¹ Park vs. Castle, 19 How, Pr. 29.

² Jackson vs. Aldrich, 13 Johns. (N.Y.) 106.

month, from quarter-year to quarter-year, as the case may be, depending on the manner in which the rent is paid. If the rent is paid monthly, the Tenancy at Will is for at least one month, and if paid annually, for at least one year.¹

The statutes today usually provide that a Tenancy at Will cannot be terminated by either party unless he has given notice to the other of his intention to do so. The statute prescribes the necessary form and manner of giving the notice. The New York statute,² for instance, requires that written notice of not less than thirty days be given on behalf of the landlord, requiring the tenant to remove from the premises. The notice must be served by delivering it personally to the tenant or to a person of suitable age and discretion residing on the premises, and if neither can be found, by affixing the notice conspicuously on the premises. While this statute speaks only of notice by the landlord, the courts have held that the obligation to give the notice is reciprocal, and that the tenant must give to his landlord the same notice, if he would end the term.³

MONTHLY TENANCIES, DISTINGUISHED FROM TENANCIES FROM MONTH TO MONTH. A Monthly Tenancy is the hiring of premises for the single term of one month. The term ends without notice upon the expiration of the month, and the tenant may then remove and the landlord may dispossess.⁴ If the tenant stays on beyond the month and pays a month's rent, the principle of hold-over tenancy operates to renew the tenancy for a further period of one month, at the end of which the term again automatically ends without notice.⁵

A Tenancy from Month to Month is one where the term is

¹ 35 Corpus Juris 1119, Sec. 336.

² N. Y. Real Property Law, Sec. 228.

³ Boyar vs. Wallenberg, 132 Misc. Rep. 116.

⁴ Hand vs. Knaul, 116 Misc. Rep. 714.

⁵ What is here said concerning the termination of tenancies and notice is of general application. No account has been taken of emergency rent statutes nor laws of local application. In New York, for instance, it is provided (Real Property Law, Sec. 232) that an agreement for the occupation of real estate in the City of New York which does not specify the duration of the occupancy, shall continue until the 1st day of October next following the commencement of the occupation.

indefinite but the rent is paid monthly. Such a tenancy usually arises where the parties agree that the letting shall be for so much per month but do not specify the duration of the occupation. A Tenancy from Month to Month can not be terminated except upon the giving of the usual thirty day notice required for the termination of Tenancies at Will.¹

HOLD-OVER TENANCY.² Every lease contemplates that upon the expiration of the term the tenant will quit and deliver up the premises to the landlord. If he stays over beyond the term without the landlord's consent, it is a wrongful act for which the law allows the landlord an election of two remedies. He may treat the tenant as a trespasser and procure his dispossession by legal proceedings, or he may regard the lease under which the tenant held as renewed upon the same terms and conditions. If he exercises the latter option, the tenancy so arising is called a "Hold-over Tenancy," and the tenant a "Hold-over Tenant." In such a case the agreement upon which the relation of landlord and tenant must be founded, arises by implication of law from the tenant's holding over.³ Notice given by the tenant, prior to or after the expiration of the term, that he will quit on the expiration of the lease, or that he does not intend to renew, or that he will remain for a limited time, or from month to month, does not prevent the landlord from exercising his options, if the tenant does in fact hold over.⁴

The option is exclusively the landlord's and the tenant has no election in the matter at all. He can not, by remaining in possession after his lease expires, force a renewal of the tenancy upon the landlord. In justice to the tenant, however, the landlord is held to which ever option he has elected to exercise, and his election having once been made manifest, it becomes binding on both parties. Thus, where the landlord accepts rent from his tenant

¹ Hand vs. Knaul, 116 Misc. Rep. 714.

² In some states, California, Connecticut, Kentucky, Louisiana, Minnesota, and Oklahoma, the statutes have abrogated or limited the application of the principles of Hold-over Tenancies as outlined below. See Corpus Juris Vol. 35, Page 1034, Sec. 174.

³ Schyller vs. Smith, 51 N. Y. 309.

⁴ 805 St. Marks Ave. Corp. vs. Finkelstein, 234 App. Div. 15.

for the latter's occupancy after the expiration of the lease, that amounts to an election on the part of the landlord to treat the lease as renewed, and the tenant may now claim that he is lawfully in possession, so as to defeat the landlord's attempt to dispossess him.¹ Again, if, after the expiration of the term, the landlord leases the premises to another, that amounts to an election to treat the former tenant as a trespasser, and the landlord can not thereafter recover rent from him as a hold-over tenant.²

DURATION OF HOLD-OVER TENANCIES. The duration of a Hold-over Tenancy is determined by that of the prior lease. Where the prior lease was for a term of one year or more, the lease is deemed to be extended for a further period of one year on the same terms and conditions. It is exactly as if the parties had expressly made a new lease for one year.³ But, where the prior lease was for a term less than one year, the holding over by the tenant creates a tenancy for the same term. Thus, where a tenant held over after the expiration of a lease for eleven months, a tenancy for a further term of eleven months was established; where the prior tenancy was for a term of one month, the hold-over tenancy is likewise for a term of one month.⁴

When a Hold-over Tenancy has been established, it automatically expires upon the termination of the period for which the prior lease has been deemed to be renewed, and no notice to terminate is required. Should the tenant remain in possession after the expiration of the Hold-over Tenancy, the landlord again has the option of dispossessing him or of treating him as a hold-over tenant. There may thus be a series of successive holdings-over by the tenant, each effecting a renewal of the prior term.

EVIDENCE OF HOLDING-OVER. When the tenant actually remains in possession after the lease has expired and fails to remove his property, the circumstances clearly warrant the landlord's treating him as a hold-over tenant. This is equally true in a case

¹ Stern & Co. vs. Avedon & Co., Inc., 194 App. Div. 433.

² Goldberg vs. Mittler, 23 Misc. Rep. 116.

³ Schyller vs. Smith, 51 N. Y. 309.

⁴ Ketcham vs. Ochs, 34 Misc. Rep. 470.

where the leased premises, when the lease has expired, are actually in the possession of a sub-tenant of the tenant.¹ Frequently a tenant will quit the premises when the lease expires, but will fail to deliver the keys to the landlord, or will leave on the premises all or some of his property with or without an intention to remove it at a later date. In such circumstances, it is difficult to determine whether there has been a holding-over. The following language will illustrate the point involved ²:

Leaving property on the premises may constitute a holding over, but whether the leaving of property or a part of it on the premises by the tenant does or does not constitute a holding over is usually a question of fact to be determined in the light of the surrounding circumstances. The leaving of property seized for rent and in the custody of the law, or which the tenant is restrained from removing by health officers, or which it is doubtful whether the tenant has the right to remove without the lessor's consent, or which is practically worthless, or which is left merely for the convenience of the incoming tenant, or the leaving of a small amount of the property in the premises without any intention of retaining or enjoying possession of the premises, does not constitute a holding over. . . . So the mere failure to deliver the key at the expiration of the term does not necessarily constitute a holding over, especially where the landlord could have entered the premises without difficulty.

WHEN HOLD-OVER TENANCY DOES NOT ARISE THOUGH TENANT RETAINS POSSESSION. A Hold-over Tenancy can not come into being unless the tenant's retention of the premises after the term is without the landlord's consent. So, if the tenant has requested and the landlord has granted permission to the tenant to remain after the expiration of the lease for a stipulated time, or from month to month, a Hold-over Tenancy does not arise. The landlord can not now withdraw his consent in order to hold the tenant to a renewal of the prior lease.³ By the same token, if the tenant with the landlord's permission leaves property on the premises after the expiration of the term, there is no holding over.

¹ Phelan vs. Kennedy, 185 App. Div. 749.

² 35 C. J. 1033-1034, Sec. 170.

³ Damascus vs. Fluss, 133 Misc. Rep. 702.

Nor can a Hold-over Tenancy arise where the tenant retains possession with the tacit consent of the landlord pending negotiations for a new lease.¹

There are a few exceptional cases where it has been held that a tenant does not become a hold-over despite the fact that he retains possession of the premises without the landlord's consent beyond the term. The exceptions have been limited to situations where the holding over was unintentional and brought about by "an act of God" or other circumstances not within the tenant's control, for instance, where, at the expiration of the lease, the tenant's family was under a quarantine ordered by health officials,² or where a member of the tenant's family was so ill that physicians advised that she could not be moved without danger, and the tenant vacated the entire premises with the exception of the room occupied by the invalid.³

¹ *Burckle vs. Adams Bros.*, 59 App. Div. 109.

² *Regan vs. Fosdick*, 19 Misc. Rep. 489.

³ *Herter vs. Mullen*, 159 N. Y. 28.

LANDLORD'S DUTY TO GIVE TENANT POSSESSION

By entering into a lease, the landlord becomes bound to deliver legal possession of the demised premises to the tenant on the date when the term begins. Legal possession means that there shall be no one in possession, or having a right to take possession, under a title superior to the landlord's. It frequently happens that the tenant is unable to take possession of the leased premises at the commencement of the term because a previous tenant holds over after the expiration of the previous term. Such holding over, if without the landlord's consent, is a wrongful act. The old tenant is a trespasser on the premises and he has no right to occupy them as against the landlord or the new tenant. Under such circumstances, the landlord has fulfilled his obligation to deliver legal possession of the demised premises to the tenant, but the fact remains that the new tenant is unable to take physical possession. Is the landlord obligated to put the tenant into physical possession?

In some states, (Alabama, Arkansas, Indiana, Iowa, Missouri, Nebraska, North Carolina, Oregon, and Texas) the courts have held that the landlord is bound to deliver the physical as well as the legal possession of the demised premises to his tenant. It is thus the duty of the landlord in these states to remove previous occupants so that the tenant may have undisturbed physical possession. His failure to do so is a breach of the lease.¹

Elsewhere, (California, Georgia, Illinois, Maryland, Mississippi, Pennsylvania, New York, Vermont, and Virginia) the courts have taken a contrary view. There, the courts hold that the landlord is merely required to deliver legal possession to the tenant. This means that there must be no impediment to the tenant's taking possession of the leased premises, brought about by the landlord's own act or by that of any person who occupies the premises under a title superior to the landlord's. In these states

¹ 36 Corpus Juris 52, Sec. 667.

the landlord is under no obligation to put the tenant into physical possession, nor is he under any legal compulsion to procure the ouster of the previous tenant by dispossession proceedings. The tenant must pay the stipulated rent although he is prevented from enjoying the physical possession of the leased premises through no fault of his own.¹

¹ 36 Corpus Juris 52, Sec. 667; *United Merchants vs. Roth*, 193 N. Y. 570.

VI

EVICTIION

Eviction in the Law of Landlord and Tenant means a wrongful act of the landlord, or those acting under him, which deprives the tenant of the use, occupation, and enjoyment of the whole or a substantial part of the demised premises. An eviction is said to be actual when the landlord wrongfully ousts the tenant from the physical possession of the whole or part of the leased premises, as where the landlord locks the tenant's apartment and refuses to deliver the key, or where the landlord appropriates one of the rooms of the apartment for storage or some such purpose. An eviction is called constructive where the tenant, though not deprived of the physical possession of the leased premises, is compelled to remove therefrom because the wrongful act of the landlord has made them uninhabitable.¹

CIRCUMSTANCES AMOUNTING TO CONSTRUCTIVE EVICTION. The essence of an eviction, actual or constructive, is that the landlord has breached his covenant that the tenant shall have peaceable and quiet enjoyment of the leased premises, or other provision of the lease relating to the tenant's enjoyment thereof. Cases of actual eviction from the whole or part of the leased premises are comparatively rare. Constructive eviction is not uncommon. The following circumstances have been held to be constructive evictions justifying the tenant of a dwelling house to vacate the leased premises: foul odors and smoke from the furnace, noise from the operation of elevators²; the landlord's failure to supply adequate heat³; the landlord's failure to provide elevator service⁴; the presence of vermin to such an extent that the premises became uninhabitable; the landlord's failure to make repairs which were

¹ 36 Corpus Juris 256, Sec. 980.

² Tallman vs. Earle 3 Misc. Rep. 76.

³ Tallman vs. Murphy, 120 N. Y. 345; Berlinger vs. McDonald, 149 App. Div. 5.

⁴ Hayden vs. Kehoe, 177 App. Div. 734.

of such substantial character that the premises were uninhabitable in their condition of disrepair.¹

It is to be noted that the essence of a constructive eviction is that the leased premises have become uninhabitable, although the tenant is not disturbed in the physical possession thereof. Consequently, constructive eviction is not complete unless the tenant removes from the premises within a reasonable time after he discovers the conditions constituting the eviction. He may not continue in possession and claim a constructive eviction. Removal from the premises is an indispensable element of a constructive eviction.²

EFFECT OF EVICTION. Wrongful eviction of the tenant has important consequences upon his obligation to pay rent. Where the eviction is actual and total, that is from the whole of the leased premises, the tenant is released from the obligation to pay the rent thereafter accruing. He may treat the lease as at an end and proceed against the landlord for his damages. Where the actual eviction is from only a portion of the premises, the tenant may occupy the remainder rent free. The whole rent is in such a case suspended so long as the partial conviction continues, notwithstanding that the tenant is left in the undisturbed possession of some portion.³ Since the tenant's removal is essential to constructive eviction, there can be no constructive eviction from only a portion of the premises. Where the eviction is constructive, the tenant may lawfully vacate the leased premises and put an end to his obligation to pay the rent thereafter falling due.⁴

¹ *Barnard Realty Co. vs. Bonwit*, 155 App. Div. 182.

² *Boreel vs. Lawton*, 90 N. Y. 293.

³ *Christopher vs. Austin*, 11 N. Y. 216.

⁴ *Tallman vs. Earle*, 3 Misc. Rep. 76.

VII

TERMINATION OF RELATION OF LANDLORD AND TENANT BEFORE EXPIRATION OF LEASE— ABANDONMENT—SURRENDER AND AC- CEPTANCE

It has already been indicated that a lease creates not only the relation of landlord and tenant, but at the same time gives rise to contractual obligations to which the parties bind themselves during the life of the lease. Now, occupation of the demised premises by the tenant, or his right to occupy them, is essential for the existence of the relation of landlord and tenant. When the tenant's occupation ceases for any reason whatsoever, the relation ends. What happens to the tenant's contractual obligations, specifically his rent obligation, where the relation of landlord and tenant is ended before the expiration of the lease by reason of the tenant's abandonment of the premises, his dispossession therefrom by legal proceedings,¹ or his surrender thereof to the landlord? Does the rent obligation survive or does it fall with the termination of the relation?

ABANDONMENT. It goes without saying that if the tenant wrongfully abandons the leased premises without cause² and without the landlord's consent, he is not discharged of his obligation to pay the rent accruing after his removal. He continues to be liable on his contract of lease. The landlord is under no duty to re-let the premises for the balance of the unexpired term in order to diminish the damages.³ He may stand by, and if the premises

¹ The effect of the tenant's dispossession is considered elsewhere. See "Dispossession Proceedings," page 385 ff.

² For the effect of the tenant's abandonment for cause, see "Eviction," pages 378, 379.

³ *Gray vs. Kaufman Dairy & Ice Cream Co.*, 9 App. Div. 115.

remain vacant for the remainder of the term, he may recover from the tenant as damages the amount that would have been payable under the lease.¹

SURRENDER. A lease, like any other contract, may be cancelled by the mutual consent of the parties. Where, in furtherance of a mutual intent to cancel the lease, the tenant vacates the leased premises and delivers possession to the landlord, there is said to be a surrender and acceptance of the lease and the tenant's estate thereunder. A surrender and acceptance accomplishes more than the mere termination of the relation of landlord and tenant. It also operates to discharge both parties from their contractual obligations under the lease for the balance of its stipulated term. It puts an end to the tenant's obligation to pay rent thereafter accruing.

A surrender effected by the express agreement of the parties, followed by the tenant's yielding up possession of the premises, is called a surrender in fact. A surrender and acceptance is not always the result of the express agreement of the parties. It is sometimes implied as a matter of law from their conduct. Thus, where the parties make a new lease for the same premises which is inconsistent with the terms of an unexpired pre-existing lease, the latter is deemed to have been surrendered.² The wrongful abandonment of the premises by the tenant may even be converted into a surrender and acceptance where the landlord's acts manifest an intent to accept the premises and to take possession thereof for his own purposes. So, if the tenant abandons the premises without cause, and the lease contains no provision authorizing the landlord to take possession before the end of the term for the purpose of re-letting on the tenant's account, and the landlord nevertheless re-lets the premises after their abandonment, the courts have held the re-letting amounts to an acceptance of the premises so as to convert the tenant's abandonment into a surrender and acceptance.³ Again, where a lease authorized the landlord to re-let upon the tenant's abandonment, and the

¹ *Harding vs. Austin*, 93 App. Div. 564.

² *Smith. vs. Kerr*, 108 N. Y. 31.

³ *Underhill vs. Collins*, 132 N. Y. 269.

landlord re-let the premises together with another portion of the same building for a gross rental which did not allocate the portion of the gross rental applicable to the premises of the former tenant, the courts have likewise held that the re-letting constitutes a surrender and acceptance. The reason is that the merger of the abandoned premises in the new gross lease in which the former tenant had no interest is evidence of the landlord's intent to take possession of the abandoned premises for his own purposes.¹

It will be seen from the foregoing examples that the tenant's abandonment of the leased premises does not amount to a surrender so as to discharge his rent obligation under the lease, unless there is an acceptance of the surrender by the landlord.² What acts of the landlord constitute an acceptance of the surrender of leased premises is often a troublesome question of fact. Of course, where the landlord takes the keys of the apartment from his tenant with a mutual understanding that the lease shall be at an end, there is a clear case of acceptance of the surrender. But, the mere acceptance of the keys is of itself no acceptance of the surrender,³ especially if the landlord states that he is willing to take the keys but not the premises.⁴ Nevertheless, acceptance of the keys is some evidence of the landlord's intent, and it may be considered in conjunction with his other acts for the purpose of ascertaining whether he has accepted the surrender.⁵ The landlord's entry upon abandoned premises for the purpose of cleaning, or making repairs necessary for their preservation, is not an acceptance,⁶ but if he makes alterations or repairs beyond the necessity of preserving the premises, the courts have construed the making of the repairs as an acceptance of the abandoned premises.⁷

Many of the difficulties arising in the law of surrender and ac-

¹ Friedlander vs. Citron, 129 N. Y. Supp. 427.

² Daggett vs. Champney, 122 App. Div. 254.

³ Underhill vs. Collins, 132 N. Y. 269.

⁴ Schwartz vs. Brucato, 57 App. Div. 202.

⁵ Herb vs. Day, 139 N. Y. Supp. 931.

⁶ Whitman vs. Louten, 3 N. Y. Supp. 754.

⁷ Meeker vs. Spalsbury, 66 N. J. L. 60; 48 A. 1206.

ceptance have been eliminated by means of a clause contained in the usual form of written lease. It provides that in the event the tenant is dispossessed, or he abandons the premises, or in other contingencies when he is no longer in possession, the landlord may re-enter, take possession, accept the keys, exhibit a "To Let" sign, redecorate, re-let the premises in the tenant's or landlord's name, and the like, without thereby releasing the tenant from his rent obligation for the balance of the term. The effect of this provision is that it negatives any presumption of acceptance of the tenant's abandonment or attempted surrender of the premises, which would ordinarily arise from such acts of the landlord in the absence of the clause.

THE OBLIGATION TO PAY RENT AFTER TENANT IS OUT OF POSSESSION. The circumstances under which the tenant's obligation to pay rent survives the termination of the relation of landlord and tenant have already been indicated. When the relation has ended, the tenant's obligation, if any, is, strictly speaking, not to pay rent but to respond in damages for breach of lease. Where the lease contains merely a general clause that the tenant's liability shall survive his dispossession or abandonment, the landlord cannot recover monthly the installments of rent stipulated in the lease for the balance of the unexpired term. The courts hold that the landlord has under such circumstances but a single action for damages for breach of lease, which does not mature and cannot be maintained until the date fixed in the lease for its expiration. Only then can the landlord's damages be ascertained and computed on the basis of the proceeds of the re-letting, if any.¹ The parties may, however, contract otherwise in their lease. Where it provides that the landlord may re-let, and that the tenant shall pay as liquidated damages, monthly in advance at the time the rent stipulated in the lease would have been payable for the balance of the term, the difference between the stipulated rent and the avails of any re-letting as the same is ascertained from time to time, the courts will give effect to the agreement.

¹ *Hermitage vs. Levine*, 248 N. Y. 333.

On the basis of this provision, the landlord need not await the natural expiration of the lease. He may sue and recover monthly, or from time to time before the date fixed in the lease for its expiration, the amount of the deficiency for each month as it is ascertained.¹

¹ *McCready vs. Lindenborn*, 172 N. Y. 400; *Hermitage vs. Levine*, 248 N. Y. 333.

VIII

DISPOSSESS PROCEEDINGS

DISTINCTION BETWEEN ACTION FOR RENT AND DISPOSSESS PROCEEDING. It has already appeared that a lease serves a two-fold purpose. It is a conveyance of an interest in real property, creating the relation of landlord and tenant, and at the same time a contract containing covenants to be performed by the parties thereto. The failure of the tenant to pay the stipulated rent as it falls due is a breach of the contract for which the landlord may maintain an action at law. Such a suit, a common law action for rent, leaves the relation of landlord and tenant undisturbed. Months or even years may elapse before the suit has ripened to judgment and during this time the tenant has continued to enjoy the leased premises. Further, where the rent is payable in installments, no legal obligation arises until the installments are due. Consequently, where an action for rent has been instituted and further defaults in the payment of rent thereafter occur, actions must again be commenced for the recovery of the latter. At all events, an action for rent is of no avail to put the landlord in possession of the premises occupied by his defaulting tenant.

Recognizing the inadequacy of the landlord's common law remedies for the tenant's breach of lease, the legislatures have provided a summary method of terminating the relation of landlord and tenant. It is called "Summary Proceedings to Recover Possession of Real Property," or more briefly and popularly, "dispossess proceedings." This statutory proceeding is primarily designed to remove the tenant from and to deliver possession of the leased premises to the landlord, rather than to compel payment of rent due. In practice, however, a dispossess proceeding is usually effective to compel payment of rent, for, if the landlord prevails, the tenant has no alternative but to pay the amount due or be ousted from the premises by legal process.

WHEN TENANTS MAY BE DISPOSSESSED. Not every breach of lease on the tenant's part entitles the landlord to oust him summarily. The summary remedy is available to the landlord only in the cases specifically mentioned in the statute. The usual grounds for the dispossession of a tenant at will, or for part of a year, or for one or more years from a dwelling are:¹

- 1) Where the tenant holds over and continues in possession of the leased premises or a portion thereof after the expiration of the term without the landlord's consent;
- 2) Where the tenant continues to be in possession of the leased premises without the landlord's consent after a default in the payment of the stipulated rent; and
- 3) Where the leased premises, or any portion thereof are used or occupied as a bawdy house, or place of assignation for lewd persons, or for purposes of prostitution, or for any illegal trade, manufacture or business.

Though a dispossession proceeding can not ordinarily be maintained except for one of the statutory grounds, a lease may be so phrased as to enable the landlord to dispossess for any breach on the tenant's part. This is accomplished by means of a clause providing that, in the event that the tenant breach one or more of the covenants of the lease, the landlord may elect to terminate it by giving the tenant a certain number of days' notice of such intention, and in such event the lease shall terminate on the date specified in the notice, with the same force as if such date were the natural expiration date of the lease. An example of this provision may be found in the usual clause of an apartment lease, which authorizes the landlord to terminate it on notice to the tenant, if the landlord deem the tenant's conduct objectionable. In such a case, if the landlord exercises his option and serves a proper notice on the tenant, the lease terminates on the date specified in the notice. The tenant may then be dispossessed, not because he has breached the lease, but because he holds over after

¹ It is manifestly impossible in this brief analysis to give attention to the particular provisions of the dispossession statutes of the several states. The New York Statute, Civil Practice Act, Article 83, Secs. 1410-1447, is here in this section used to illustrate the essential features of a dispossession proceeding.

the expiration of the term within the meaning of the statutory ground for dispossessing hold over tenants.¹

HOLD OVER DISPOSSESS—NOTICE. Where a lease has by its terms expired, no notice need be given to the tenant in order to perfect the landlord's right to oust him as a hold over.² However, where the tenancy is of such character that notice is necessary to terminate it, the requisite notice must be given by the landlord. The notice is essential in such a case in order to bring the tenancy to an end,³ for, until the lease or the tenancy has expired, the right to dispossess for holding over has not matured. So, tenants from month to month or tenants at will can not be dispossessed as hold overs, unless their right to occupy has first been terminated by the landlord's serving upon them the requisite thirty day notice. But, where the tenancy is for a term certain, the landlord may without prior notice to the tenant institute hold over dispossess proceedings immediately after the date stipulated in the lease for its termination.

DISPOSSESS FOR NON-PAYMENT OF RENT. DEMAND AND NOTICE. In New York and several other states,⁴ a dispossess proceeding for non-payment of rent can not be maintained unless, before the proceeding is commenced, a demand for the rent has been made upon the tenant or a certain number of days' notice served upon him requiring the payment of the rent, or in the alternative, the possession of the premises.

It is optional with the landlord whether to make demand for the rent or serve the notice. Where the demand is resorted to, it

¹ *Burnee Corp. vs. Uneeda Pure Orange Drink Co.*, 132 Misc. Rep. 435.

² But, see local laws, such as New York Laws of 1882, Chapter 303, as amended by Laws of 1920, Chapter 209, providing that a monthly tenant or tenant from month to month shall not be dispossessed as a hold over in the City of New York, unless the landlord has given to the tenant thirty days' notice of his intention to terminate the tenancy. See also, note 1, page 21, Chapter 1, Part I, *supra*.

³ See "Tenancies and Their Duration, When Notice Is Necessary to Terminate Tenancy," page 370 ff.

⁴ 36 Corpus Juris 637, Sec. 1830. A demand for rent is necessary in Illinois, New Hampshire, California, New Jersey, and Washington. No demand is required in Massachusetts, Minnesota and Vermont.

must be made personally upon the tenant,¹ although it has been held that a demand made over the telephone is a sufficient personal demand to entitle the landlord to dispossess.² The demand for the rent need not be made by the landlord himself. It may be made on his behalf by his authorized agent or attorney.³

Where, in lieu of demand, the landlord elects to serve notice, it must be served in the mode prescribed by the statute. In New York, it is required to be a three days' notice in writing served as follows: by delivering it to the tenant personally or, if he is absent from his dwelling, by delivering it at the dwelling to a person of suitable age and discretion who resides there, and, where the service can not be made in either of the foregoing ways, by affixing it conspicuously on part of the premises and mailing another copy to the tenant at his last known address.⁴ Service of the notice in any other manner is ineffectual.

The notice may be signed by the landlord's agent.⁵ It must be in the form prescribed by statute, as in New York, where the notice must require, in the alternative, the payment of the rent or the possession of the premises.

THE MECHANICS OF THE DISPOSSESS PROCEEDING. Only brief note need be made concerning procedure. The chief purpose of a dispossession proceeding is to provide a summary method of ousting the tenant and delivering possession to the landlord, without the delay which accompanies the ordinary law suit.

The proceeding is commenced by presenting to the court a petition under oath, made by the landlord or his agent. The petition must conform to the requirements of the statute. It is usually required that the petition show the relation of landlord and tenant; the demand for rent or service of notice demanding the rent or possession of the premises, in case the proceeding is instituted for non-payment of rent; expiration of the lease, in case the proceeding is against a hold over tenant, and service of the requisite notice where the tenancy is of the character requiring

¹ Wingood Realty Co. vs. Von Bayer, 169 N. Y. Supp. 241.

² Hutton vs. Malkin, 138 Misc. Rep. 560.

³ Moore vs. Coughlin, 127 App. Div. 810.

⁴ New York Civil Practice Act, Sec. 1410, Subd. 2, Sec. 1421.

⁵ Powers vs. De O, 64 App. Div. 373.

the landlord to give notice to the tenant as a condition of terminating the occupancy. The petition must also specify the names of the persons against whom it is instituted, including under-tenants, if any, and it must set forth a description of the premises of which the landlord demands possession.

Upon the presentation of the petition, the court issues legal process, called a "precept" in New York, directed to the tenant and others in possession, describing the premises, and commanding them to remove therefrom or show cause before the court at a stated time why possession of the premises should not be delivered to the landlord.

The precept must be served on the tenant as directed by the statute. The service is not required to be personal. In New York service of the precept must be made in the following manner: by delivering a copy of the precept and petition personally to the tenant, or, if he is absent from his dwelling, to a person of suitable age and discretion on the leased premises who resides there, and if service can not be affected in either of the foregoing ways, by affixing a copy of the precept and petition conspicuously to a part of the leased premises and mailing another copy to the tenant at his last known address. After the service, the precept together with an affidavit of service showing the manner in which the service was made, must be filed in court.

If the tenant does not remove from the premises, he must answer the petition on the date stated in the precept, which must be not less than a certain number of days after its service—five days in New York. The New York statute, however, in the case of hold over tenants, makes special provision enabling the landlord to procure almost immediate possession of the premises if he can show the necessity for it. The statute provides that, if the landlord presents his petition on the day of the expiration of the lease or on the next day, the court may in its discretion issue a precept which the tenant is required to answer on the same day. In such a case the precept is required to be served at least two hours before it is returnable.¹ The court will ordinarily issue a forthwith precept of this character where the landlord's petition alleges that the premises have been rented to another tenant who

¹ New York Civil Practice Act, Sec. 1419.

is prevented from taking possession by reason of the holding over of his predecessor.

If the tenant fails to make answer within the time required by the precept, the landlord prevails by default and becomes entitled to possession immediately.¹ If the tenant makes timely answer and demands a hearing, a trial is had immediately or within a few days.

The dispossession proceeding culminates in a final order awarding possession of the premises to the landlord if he prevails, or dismissing the landlord's petition if the tenant prevails. The final order merely adjudicates the rights of the parties. The actual physical dispossession of the tenant is accomplished by means of a dispossession warrant which is issued out of the court on the authority of the final order in the landlord's favor. The dispossession warrant commands the marshal, sheriff, or other local officer authorized to execute the court's mandates, to remove all persons in occupation of the premises and to put the landlord in possession thereof. The warrant gives no authority to the landlord or his agents to remove the tenant. The physical dispossession of the tenant can be made only by the sheriff, marshal, or their deputies and agents.

Upon rendering a final order in favor of the landlord, it is customary for the court to stay the issuance of the dispossession warrant for a few days, in order to give the tenant an opportunity to pay the rent or remove voluntarily.² Even without such a stay or after the stay has expired, the tenant in a dispossession proceeding for non-payment of rent may prevent his dispossession, if before the dispossession warrant is actually issued, he pays into court the rent due and the costs if any have been awarded to the landlord.

¹ But, see special laws of local application, such as New York City Municipal Court Code, Sec. 28-a, which provides that in a proceeding to dispossess a tenant of a dwelling house in New York City for non-payment of rent, where the tenant fails to answer within five days after the precept is served, the dispossession warrant will automatically be stayed until ten days after the day on which the precept has been served.

² In New York City, the length of the stay is by statute, Municipal Court Code, Sec. 28-a, limited to a period of ten days after the date of service of the precept where the tenant does not answer, and to a period of five days after the determination of the trial where he has answered.

JUDGMENT FOR RENT IN DISPOSSESS PROCEEDING. As has been indicated, a dispossession proceeding is for the recovery of possession of leased premises and not for the recovery of a money judgment for the rent due. However, in some states the statute authorizes the court under certain circumstances to give a money judgment for the rent due against the tenant, as an incident of the final order awarding possession of the premises to the landlord. The New York statute,¹ for instance, provides that where the precept contains a notice that demand is made in the petition for a judgment for rent in arrears, and the precept is served at least five days before its return date, the court upon rendering a final order may determine the amount of rent due to the landlord and render a judgment therefor. The courts have held that a money judgment for the rent due can be recovered only if the precept has been personally served on the tenant.² Thus, while for the purpose of dispossessing the tenant, personal service of the precept is not essential, if the landlord also desires a money judgment for the rent, personal service of the precept is indispensable.

EFFECT OF TENANT'S DISPOSSESSION. In the absence of a provision in the lease to the contrary, the issuance of a dispossession warrant or the voluntary removal of the tenant after he has been served with the precept, terminates the relation of landlord and tenant and cancels the lease under which the tenant occupied, so as to relieve him from all his obligations thereunder including the rent installments accruing after the service of the precept.³ The tenant's obligation to pay installments of rent which became due prior to the service of the precept survives his dispossession and the landlord may recover them by action.⁴ The issuance of the dispossession warrant or the tenant's removal does not, however, have the effect of discharging the tenant from his obligations under the lease where it contains an express provision to that effect. The courts hold that the landlord and tenant may con-

¹ New York Civil Practice Act, Sec. 1425.

² *In re McDonald*, 225 App. Div. 403.

³ New York Civil Practice Act, Sec. 1434; *Basirico vs. Zahn*, 145 Misc. Rep. 637.

⁴ *Martin vs. Moulton*, 200 N. Y. Supp. 213.

tract to continue the tenant's obligation to pay rent even after his dispossession and such an agreement will be given effect.¹ The usual form of written lease invariably provides that the tenant's obligation to pay the periodic installments of rent as they accrue shall survive his dispossession, and that the landlord may re-let the premises as the tenant's agent, apply the proceeds of the re-letting to the rent stipulated in the tenant's lease, and hold the tenant for any deficiency as it is ascertained from time to time.

¹ *Ambler Garage vs. People*, 235 App. Div. 548.

IX

LANDLORD'S DUTIES IN RESPECT OF MAINTENANCE OF PREMISES

REPAIRS—PORTIONS OF BUILDING USED IN COMMON.¹ From the very nature of a tenement or an apartment house,² there are portions of the structure, approaches, stoops, hallways, stairways, cellars, fire escapes and the like, which are used in common by all occupants of the building and others having business there. These portions of the structure are said to be in the possession and under the control of the landlord, and the law places upon him the duty of repairing and keeping them in repair. He owes this duty not only to his tenants but to all persons lawfully using the building,³ and he must respond in damages for any injury to their person or property occasioned by his negligent failure to keep these portions of the building in a reasonably safe condition after he has notice of the defect.⁴ This duty of the landlord in respect of the premises used in common existed at the common law even where he made no covenant to repair. In the absence of such a covenant, his duty did not extend to portions of the building leased to the several tenants, such as the ceiling or walls of their apartments.⁵

REPAIRS—HOUSING LAWS. Housing Laws, where they have been adopted, widen the scope of the landlord's duty to keep leased

¹ The following principles relating to repairs apply only to dwelling houses. The law is different in respect of commercial buildings.

² There is no distinction in law between a tenement and an apartment house. The New York statute, Tenement House Law, Sec. 2, defines a "tenement house" as "any house or building, or portion thereof, which is either rented, leased, let or hired out, to be occupied, or is occupied, in whole or in part, as the home or residence of three families or more living independently of each other, and doing their cooking upon the premises, and includes apartment houses, flat houses and all other houses so occupied."

³ *Loucks vs. Dolan*, 211 N. Y. 237.

⁴ *Dollard vs. Roberts*, 130 N. Y. 269.

⁵ *Canandaigue vs. Foster*, 156 N. Y. 354.

premises in good repair so as to extend it to all portions of a tenement house, including the parts occupied by the several tenants. The statutory duty has been imposed on the landlord on grounds of public policy, and a clause in a lease whereby the tenant waives or releases the landlord from his duty to comply with the housing law, is ineffectual.¹

The New York Multiple Dwelling Law provides:²

Every multiple dwelling and every part thereof shall be kept in good repair, and the roof shall be kept so as not to leak and all rain water shall be so drained and conveyed therefrom as to prevent its dripping to the ground or causing dampness in the walls, ceilings, yards or areas. The owner of such multiple dwelling shall be responsible for compliance with the provisions of this section; but the tenant also shall be liable for every violation of the provisions of this section if such violation is caused by his own wilful act or negligence or that of any member of his household or his guest.

This statute imposes upon the landlord the duty to keep and maintain the tenant's apartment in a reasonably safe condition. He is liable in damages for any injuries sustained by his tenant as the result of his failure to use reasonable diligence in making repairs after the tenant has notified him of the defect.³ Under the statute, the courts have held that the landlord's duty extends to the walls and ceilings of an apartment,³ to a kitchen gas range,⁴ and to electric lighting fixtures which are an integral part of the building.⁵ An ice box not attached to the building has been held not to be within the purview of the statute although it is fur-

¹ 3175 Holding Corp. vs. Schmidt, 150 Misc. Rep. 853.

² Sec. 78. See also New York Tenement House Law, Sec. 102. The Tenement House Law as enacted in 1901 and subsequently amended was intended to be applicable to cities of the first class (New York City and Buffalo). The Multiple Dwelling Law enacted in 1929 is applicable to cities having a population of eight hundred thousand or more (New York City). The Multiple Dwelling Law thus supersedes the Tenement House Law as applying to the City of New York. However, The Multiple Dwelling Law is also applicable to any city, town or village of the state which by local law adopts the provisions of the Multiple Dwelling Law and makes them applicable to dwellings within their limits.

³ Eckert vs. Reichardt, 243 N. Y. 72.

⁴ Goldkopf vs. Metropolitan Life Ins. Co., 149 Misc. Rep. 663.

⁵ Seldin vs. Nixon Realty Corp., 153 Misc. Rep. 560.

nished by the landlord. The landlord has been exonerated in a suit for the recovery of damages for injuries sustained by the tenant by reason of the landlord's neglect to repair an ice box of this character.¹

HEAT AND LIGHTING. At the common law, in the absence of an express or implied covenant by the landlord to furnish heat or the structural means of providing it, such as a chimney, fireplace, or outlet for a stove, he was under no obligation to do so even in the case of a tenement house.² Neither was he obliged to furnish artificial light to parts of the building used in common, unless its absence created a condition of peculiar danger.³ This has been changed in some respects by the Housing Laws, which impose on the landlord the duty of supplying at least the structural means to enable the tenant to heat his apartment, and artificial lighting where needed.

With regard to heat, the New York Tenement House Law provides: ⁴

"Chimneys and fireplaces. In every tenement house which is not heated or arranged to be heated from a central heating plant there shall be adequate chimneys running through every floor with an open fireplace or grate, or place for a stove, properly connected with one of said flues or chimneys in every apartment.

It should be noted that even under this statute the landlord has no obligation to furnish heat itself. He fulfills his statutory duty if he provides a place for a stove and the necessary connections and outlets. If he supplies a stove, he does so gratuitously and he is under no obligation to keep it in repair. He is not liable to his tenant for injuries sustained by reason of a defective condition of a stove so furnished.⁵

¹ *Israel vs. Toonkel*, 134 Misc. Rep. 327.

² *Berlinger vs. McDonald*, 149 App. Div. 5.

³ *McCabe vs. Mackay*, 253 N. Y. 440.

⁴ Sec. 78.

⁵ *Kitchen vs. Landy*, 215 App. Div. 586. But see *Goldkopf vs. Metropolitan Life Ins. Co.*, 149 Misc. Rep. 663, where a kitchen gas range was held to be part of the building within the meaning of Multiple Dwelling Law, Sec. 78, requiring the landlord to keep all parts of a multiple dwelling in good repair.

The landlord's duty to furnish heat under the Multiple Dwelling Law is broader. As to existing tenements it contains a provision similar to that of the Tenement House Law. As to multiple dwellings to be erected, the Multiple Dwelling Law provides: ¹

Every multiple dwelling hereafter erected exceeding two stories in height shall be provided with heat sufficient to maintain the minimum temperature required by any other law or ordinance in all portions of the building used for living purposes; and the cellar or other lowest story and all rooms, public halls, stair halls, fire-stairs, fire-towers, water-closet compartments and bathrooms in the building shall be adequately equipped with fixtures and pipes or wires for lighting by gas or electricity as the case may be.

Apart from the statute, there are circumstances under which the landlord is under the duty to furnish actual heat, though there be no covenant to that effect in the lease. Where at the time the lease is made there are under the control of the landlord facilities for furnishing heat to the entire building by means of a central steam or hot air heating plant connected with radiators in the several apartments, the courts read into the lease an implied covenant that the landlord shall furnish heat when the season demands. His failure to do so is a constructive eviction justifying the tenant to abandon the premises.²

With regard to artificial light, the New York Tenement House Law provides: ³

"Public Halls. In every tenement house which is occupied by more than two families on any floor, the owner shall provide a proper light in the vestibule, entrance hall and public halls, near the stairs, on every floor. In every tenement house which exceeds three stories and which is not occupied by more than two families on any floor such light shall be provided in the vestibule, entrance hall and upon each alternate floor. In tenement houses which do not exceed three stories in height and which also are not occupied by more than six families, and by not more than two families on

¹ New York Multiple Dwelling Law Secs. 64, 230.

² *Berlinger vs. McDonald*, 149 App. Div. 5.

³ Sec. 76. See also Multiple Dwelling Law, Secs. 40, 224.

any floor, a proper light shall be provided in the vestibule and in or near the entrance hall near the stairs. Every light required by this section shall be at least twelve candle power and shall be kept burning by the owner every night from sunset to sunrise throughout the year. . . ."

There is further provision¹ requiring that public halls be artificially lighted in the day time from sunrise to sunset, where in the opinion of the authorities the windows in the halls do not afford sufficient natural light. The landlord's failure to comply with the statutory requirements as to the artificial lighting of public halls is evidence of negligence.² He is liable in damages to a person who falls or is otherwise injured in the public halls of a tenement building by reason of his failure to provide the artificial lighting required by the statute.³

FAILURE TO COMPLY WITH HOUSING LAWS, A MISDEMEANOR. The provisions of the Housing Laws regarding repairs, heating, and artificial lighting are more than a mere measure of the landlord's civil liability in negligence actions. Violation of the statute, whether or not accompanied by injury to person or property, is a misdemeanor punishable by a fine or imprisonment or both.⁴

¹ New York Tenement House Law, Sec. 74.

² *Reville vs. Kurte*, 225 App. Div. 740.

³ *Schabel vs. Onseyga*, 233 App. Div. 208.

⁴ New York Tenement House Law, Sec. 124.

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